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GOVERNOR'S ADVISORY COUNCIL ON YOUTH VIOLENCE

"Prevention and Response"

Analysis and Recommendations Regarding
Violence in Massachusetts Schools

GOVERNMENT DOCUMENTS
COLLECTION

MAY 03 2000

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Submitted To Governor Paul Cellucci and
Lieutenant Governor Jane Swift
August 17, 1999



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EXECUTIVE SUMMARY

On June 30, 1998, Governor Paul Cellucci signed Executive Order 406 (EO), creating the Governor's Council on Youth Violence (*Appendix A*). Under the EO, Governor Cellucci designated the Secretary of the Executive Office of Public Safety as Chairperson of the Council. The Council's mission is to review, recommend and report to the Governor, policies and programs necessary to ensure safe schools across the Commonwealth, including violence prevention initiatives and emergency response protocol.

Highly publicized acts of violence by students in schools have focused the nation's attention on the need to ensure that our children are safe while in school, as well as on the way to and from school. Violent students may be reacting to incidents that occur on school property or events in their homes or communities. We expect schools to educate, but we are also asking them to go beyond this and share responsibility for ensuring public safety.

A safe environment comes from the establishment of a framework that includes violence prevention, a comprehensive safety and crisis plan, and the combined efforts of schools, law enforcement, human service officials, as well as families, to respond to the needs of potentially violent children. Together, these groups need to assess factors contributing to both the problems and their solutions, develop action plans and strategies, and determine progress. Successful plans and strategies include a continuum of efforts from violence prevention to intervention and alternative services. Every school district should have a violence reduction program and an emergency response plan. Effective plans help reduce the risk factors that lead to violence and promote protective factors that reduce violence.

Although Massachusetts schools are generally safe, and there are numerous programs geared toward violence prevention (many of which are outlined in this proposal), it is still necessary to reexamine the state's role in ensuring a safe educational environment. The events of this past year, in particular the shootings at Columbine High School in Littleton, Colorado, have provided the Commonwealth with an opportunity to reexamine the programs and services it already provides and to strengthen the resources used in the fight against youth violence. With this in mind, the Council recommends that the state conduct a comprehensive study of the existing youth violence programs and their current success rate in Massachusetts. It is essential to evaluate these programs and determine whether they should be expanded or refocused. Once this information is gathered, a directory should be assembled, thereby creating a statewide clearinghouse for violence prevention programs. This would be a valuable resource for school districts when implementing or expanding youth violence initiatives.

The Council's recommendations outlined in this proposal are the result of subcommittee discussions and are divided into five areas: existing programs, education, prevention, critical incident management, and proposed safe schools legislation.

Education: Education must be directed at students, parents, and school personnel. Student education should include curricula development, life skills training, and the use of alternative classrooms and schools when needed. Educating for character should be incorporated into every facet of learning, starting at a very early grade level. Students should also be encouraged to become involved in violence prevention initiatives in their communities. Parents and educators should be trained to recognize the early warning signs of troubled youth. Although parents bear the responsibility for their children, schools should be adequately prepared to make the necessary referrals once a child is identified as “at risk” for violent behavior.

Prevention: To prevent violence on school grounds, early intervention is imperative. To achieve this goal, the Council recommends: (a) the Community-based justice roundtable model be implemented and maximized in school districts across the Commonwealth in order to address issues presented by at-risk youth; (b) the Department of Public Health and the Department of Education should assist schools in developing local school safety committees; and (c) the Department of Mental Health and the Department of Education should develop a train-the-trainer program for key school personnel in identifying and responding to children with behavioral issues. Other recommendations include improving the physical learning environment, school uniforms, implementing an anonymous student hotline in school districts, increasing law enforcement presence on school grounds, and implementing bullying prevention and life skills training programs. The Department of Education should conduct workshops and info about school safety measures such as clear book bags and metal detectors.

Critical incident management: While a truly determined person can never be absolutely prevented from carrying out his or her destructive plans, public safety professionals do have the proven ability to limit the damage that is done by these individuals. In all of the recent school shootings, emergency response has been shown to be a critical factor in saving lives and preventing further injuries and deaths. Advanced planning and preparation is essential to minimize the destruction of an unfolding tragedy. Emergency response guidelines and school safety measures should be implemented statewide. These guidelines should be comprehensive, yet flexible enough to be applied in a wide range of communities. In addition to an “Emergency Responder’s Toolkit”, school safety measures, and a coordinated response effort among relevant agencies, preparing for the influx of media coverage is also an important objective. To help manage the live coverage, the Council recommends the drafting of a “Memorandum of Understanding” among as many police departments and media outlets as possible.

Proposed Safe Schools Legislation: Currently, there is no requirement that school districts report crimes committed on school property to the Massachusetts Department of Education, therefore, there is a lack of data regarding school violence. The Council suggests that all crimes be reported to the Department of Education, on a biannual basis. We recommend that this be achieved administratively, if possible. In addition to mandatory reporting, the Council also recommends enacting enhanced penalties for violent crimes committed on school grounds. In order to ensure a safe environment, the message must be sent that violence at school will not be tolerated.

Funding: It is agreed that every agency involved in serving youth must bear some responsibility for addressing the problem of youth violence and must be willing to commit resources for implementing solutions. In response to the Governor’s Council on Youth Violence, the Executive Office of Public Safety Programs Division submitted a School Violence Prevention Program proposal to the Department of Justice in the fall of 1998. It was approved and awarded \$1 million of Edward Byrne Memorial State and Local Law Enforcement Assistance grant funding to implement a pilot project (*Appendix B*). The requirements of the award are that it be used to implement the program abstract and any variation from the submitted proposal must be approved by the Department of Justice. We welcome the Governor’s review of the attached abstract and the Executive Office of Public Safety will apply for any modifications at the Governor’s request.

Long range objectives: The Council’s work is an ongoing effort and does not conclude with the submission of this report. Other initiatives will be addressed as long-term goals, such as creating a Youth Violence Web page, conducting focus groups or regional forums on youth violence, and reconstituting the council to include teachers, students, and parents.

The issue of violent students and schools is one which would take volumes of materials to adequately address. This Report which assembles the work of many reports, new articles, booklets and other sources is designed to provoke questions and provide some guidance to policymakers, educators, law enforcement, parents, students and others who are concerned with safe schools. It is not a definitive work. The work of many courageous educators, community leaders, parents and students are going on today and we need to find better ways to recognize their achievements. Where appropriate, we have endeavored to provide examples of school districts which have struggled with all of the policy ramifications of a particular issue.

INTRODUCTION

"We need to redouble our efforts to make sure our schools are safe."

Governor Paul Cellucci

April 22, 1999

THE GOVERNOR'S COUNCIL ON YOUTH VIOLENCE

Governor Paul Cellucci created the Governor's Council on Youth Violence on June 30, 1998, by Executive Order 406 (*Appendix A*). In accordance with this order, it is the Council's mission to review, recommend and report to the Governor, procedures and programs necessary to ensure safe schools across the Commonwealth. Such programs include violence prevention initiatives and emergency response protocol. Governor Cellucci selected a diverse collection of individuals to be Council members, including community leaders, school personnel, law enforcement officials, and state agency directors. In addition to the members designated by the Executive Order (EO), the Council has also consulted with other state agency officials, including representatives from the Massachusetts State Police and the Massachusetts Emergency Management Agency. These two agencies have provided a wealth of information with respect to the critical incident response segment.

Governor Cellucci designated the Secretary of the Executive Office of Public Safety as the chairperson of the Council under the EO. Council members are assigned to one of three subcommittees, *Data and Information Gathering*, *Violence Prevention and Education*, and *Critical Incident Response/Crisis Intervention*. They have met independently to formulate ideas and strategies to combat youth violence. The full Council meets regularly to review and affirm the subcommittee's findings.

The Council has been compiling videotapes of national network programs, newspaper articles, and research materials, both on the Littleton, CO incident as well as selected national and state stories on school violence. Although far too voluminous to attach to this report, materials have been obtained from various conferences and seminars and are readily available for review at the Executive Office of Public Safety.

THE INCIDENCE OF YOUTH VIOLENCE

The issue of the behavior of young people is not a new concern. Tablets recovered from before 2000 B.C. describe the problems that society faced with its misbehaving youth. In his annual reports to the Commonwealth, Horace Mann cited the criminal behavior of young people to bolster his argument for the “common school” in the mid-1800’s. For more than twenty years, surveys of the American public show that the discipline and student behavior are the public’s top concerns with their schools. Combating violence in the public schools is a recurring focus of families, educators, business, religious and community leaders, as well as local and state policymakers across the country. No longer stereotyped as an issue endemic to large urban school districts, incidents of school violence and reports of weapons at schools are widespread and, as a matter of magnitude of harm, worsening.

Combating violence in schools is a constant focus of local school boards, media, and legislatures across the country. No longer confined to large urban school districts in crime-ridden cities, incidents of school violence are widespread and, by some accounts, growing daily. Recent school-related murders have occurred in small, rural, and predominantly white communities lacking histories of high-profile violence and high crime rates. Gangs, drugs, weapons, and juvenile crime are present in rural, suburban, and urban communities and schools. Violence crosses all social and economic boundaries, and no community should falsely believe that their schools and neighborhoods are immune. Efforts to curb youth violence must be continued and strengthened.

Although any crime committed in a school should be dealt with seriously, the violent victimization of youth on school grounds is intolerable. Unfortunately, the level of violence we have seen occurring on the streets of our nation is now spilling into our schools. During the 1996-1997 school year, 10% of all public schools across the nation reported at least one serious violent crime to the police or other law enforcement representative (Departments of Justice and Education, 1998). Massachusetts has been fortunate to have escaped the recent incidence of school fatalities and has not experienced a school-related death in over two years (*Appendix C*). National research indicates that students in larger schools (greater than 1,000 enrollment) experience higher rates of school crime than students in smaller schools, but we have learned that school violence can happen anywhere, regardless of school size. In addition to size and location of schools, we have also learned that school violence crosses all grade levels. In 1997, 4% of elementary schools reported one or more serious crimes compared to 19% and 21% of middle and high schools, respectively (National Center for Education Statistics, 1998). The reality is that some school violence cannot be prevented. But there are steps that can be taken to reduce the risk of violent incidents and to minimize losses should an incident occur.

Despite the recent school violence tragedies experienced in Colorado and Georgia, it remains true that most schools across the country, including those in Massachusetts, are safe. In fact, students are more likely to experience violence while on the street or in their homes, than in the school environment. Interestingly, the 1997/98 Federal Education Department’s Gun-Free Schools Act Survey, reflects the fact that expulsions for weapons in schools have dropped by nearly one third. This data is based only on disciplinary action imposed and does not quantify the rate at which students actually carry firearms to school. Nonetheless, according to the survey, the rate of students expelled for bringing a weapon to school in Massachusetts dropped 15% from 1996/97 to 1997/98.

PERPETRATORS OF SCHOOL VIOLENCE

Perpetrators of school violence can be of any race, socioeconomic status, academic ability, or physical appearance. Notions of the stereotypical perpetrator should be discarded as recent incidents dictate that the most violent offenders have responsible guardians, are good students, and have never been involved with the criminal justice system. However, there are signs that youth exhibit prior to committing acts of serious violence. These signs should be taken as an indicator that further analysis is needed to determine an appropriate intervention, and they should be used to aid in identifying and referring youth that may need help.

Over the past decade the focus of attention for our schools has been on the chronically disruptive or violent student. The issues of gangs, guns, and drugs have drawn the attention of social scientists, researchers, law enforcement, prosecutors, educators and policymakers. The profile of these students is relatively well-known and understood. Programs and policies have been established to address the issues of these students and there is some reason to believe that there is a level of success to such initiatives.

However, the events of the past several years have introduced a new and troubling profile of a violent student. A quick comparison illustrates the new issues:

Profile of Chronically Disruptive, Violent Youth

- Under-achiever in school; may be functionally illiterate.
- Often comes from unstable family environment.
- Begins tardiness in early grades, moving to truancy in middle and high schools; high possibility of drop-out.
- Identified as a bully in both elementary and secondary program.
- Petty property crimes begin in early teens, escalating to more serious levels of personal crimes.
- Alcohol abuse begins in early teens escalating to drug use and trafficking.
- May be identified by gang colors or other dress.
- May be associated with gangs or gang-like group.
- Weapons of choice are knives and handguns.

New Profile of Disturbed, Violent Youth

- Does reasonably well academically; may be gifted.
- Often comes from two-parent home.
- No issue with school attendance.
- May be a victim of bullying or social isolation in elementary and secondary grades.
- No pattern of prior involvement with the law.
- No pattern of any involvement with illegal substances.
- No particular pattern of self-identification by clothing.
- More often a loner with a small set of associates.
- An array of weapons are used including rifles and semi-automatic weapons.

There are a few common traits between the profiles: the students are angry, alienated from adults, and have access to weapons. From a policy perspective, some commonalities do not provide much comfort or assistance to those who must work most closely with youth.

The complexities of issue of youth violence cannot be addressed in isolation by a school or school district. However, there are important steps that a school districts may take to provide a safer learning environment. In addition, a school can serve as the forum for discussions involving community-wide responses to the issues contributing to violent behaviors as well as taking important steps to inculcate appropriate behaviors in the students in the school district.

For parents and teachers, the American Academy of Pediatrics suggests to watch for the following behaviors as a potential warning sign for violent behavior:

School-Aged Child

- Has trouble paying attention and concentrating
- Often disrupts classroom activities
- Does poorly in school
- Frequently gets into fights with other children in school
- Reacts to disappointments, criticism or teasing with extreme and intense anger, blame, or revenge
- Watches many violent television shows, movies or violent video games
- Has few friends and is often rejected by other children because of behavior
- Makes friends with others known to be unruly or aggressive
- Consistently does not listen to adults
- Is not sensitive to the feelings of others
- Is cruel or violent towards pets or other animals
- Is easily frustrated

Pre-teen or Adolescent

- Consistently does not listen to authority figures
- Pays no attention to the feelings or rights of others
- Mistreats people and seems to rely on physical violence or threats of violence to solve problems
- Often expresses the feeling that life has treated him unfairly
- Does poorly in school and often skips class
- Misses school frequently for no identifiable reason
- Gets suspended from or drops out from school
- Joins a gang, gets involved in fighting, stealing or destroying property
- Drinks alcohol and/or inhalants or drugs

EXISTING YOUTH VIOLENCE INITIATIVES IN MASSACHUSETTS

The Cellucci-Swift administration is committed to ensuring that our children grow up in a drug free, violence free environment. This commitment to violence prevention is truly a statewide one, and efforts span a variety of Secretariats, state agencies, and District Attorneys' Offices.

The Council, as part of its mission, found it necessary to first account for these initiatives. It is important to determine what youth violence initiatives currently exist in the Commonwealth, as it would be beneficial to expand or replicate successful programs. Although this is not an exhaustive account of every violence prevention program in the state, as there are many local initiatives, a sample of the most prevalent state-supported programs is proscribed in this section.

It is important to note, although scientifically rigorous evaluations have not been performed to measure the impact of existing programs, successes have been identified through on-site observations and anecdotal information. Nonetheless, we recommend a comprehensive, documented analysis of current programming.

The following pages provide a listing of existing programs, arranged according to the agency through which they are administered.

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EXECUTIVE OFFICE OF PUBLIC SAFETY**MASSACHUSETTS STATE POLICE****PROFESSIONAL EDUCATORS AWARENESS TRAINING (The P.E.A.T Program)**

PROGRAM TYPE: State Police officers train school staff in violence prevention and response.

PROGRAM GOAL: Reduction of school violence through staff preparedness, enforcement of rules and laws, awareness, and teachings.

TARGET POPULATION: School Faculty/Staff.

PROGRAM OVERVIEW: The *P.E.A.T* program trains educators in establishing strategies to reduce school violence, while developing a stronger relationship with their local police department. Presentations begin with a 30-40 minute seminar by state police officers, followed by several optional mini-symposiums, including an expanded prevention program, an effective response program, incident management planning, and hostage negotiation simulation training. School districts may elect to have any or all of these classes taught at their schools.

DOMESTIC VIOLENCE/TEEN DATING VIOLENCE

PROGRAM TYPE: Program educates youth on preventing interpersonal violence.

PROGRAM GOAL: Awareness and reduction of domestic and teen dating violence.

TARGET POPULATION: Junior and Senior High School Students.

PROGRAM OVERVIEW: This three-part teen dating violence curriculum educates junior and senior high school students on recognizing the early warning signs of violent relationships.

COMMUNITY SERVICE OFFICERS

PROGRAM TYPE: Program involves State Police Officers in the safety education of students.

PROGRAM GOAL: Improve the overall safety of students.

TARGET POPULATION: Kindergarten through 12th grade.

PROGRAM OVERVIEW: Community Service Officers instruct grades K – 12 on safety issues involving security, school bus safety, assault, and violence prevention. Officers go into schools across the state and lecture on these topics.

GANG RESISTANCE EDUCATION AND TRAINING (G.R.E.A.T.) PROGRAM

PROGRAM TYPE: Gang education and resistance techniques training.

PROGRAM GOAL: To provide students with the necessary skills and information to resist gangs and acts of random violence.

TARGET POPULATION: Elementary and Middle Students.

PROGRAM OVERVIEW: The Gang Resistance Education And Training Program (G.R.E.A.T.) is designed to help students set goals, resist pressures, learn how to resolve conflicts without violence, and understand how gangs and youth violence impact the quality of their lives. G.R.E.A.T. students discover for themselves the ramifications drug/alcohol use and violence.

EXECUTIVE OFFICE OF PUBLIC SAFETY**PROGRAMS DIVISION****COPS AND KIDS**

PROGRAM TYPE: After-school youth activities.

PROGRAM GOAL: To prevent youth substance abuse and violence.

TARGET POPULATION: Middle School Students.

PROGRAM OVERVIEW: Eighteen Massachusetts police departments offer after-school programs in their communities during the hours of 3:00-6:00 P.M., for middle school youth (ages 12-14). This program creates positive relationships between law enforcement and youth, improving educational and recreational opportunities, enhancing self-esteem, and encouraging personal, social, and civic development. The funded communities offer a wide variety of programs including, but not limited to: athletic activities, computer training, community service, tutoring and homework assistance, field trips, conflict resolution and mediation training, peer leadership, and peer counseling.

TITLE V - LOCAL DELINQUENCY PREVENTION PROGRAMS

PROGRAM TYPE: Delinquency prevention and early intervention.

PROGRAM GOAL: To address youth risk factors at the earliest appropriate stage.

TARGET POPULATION: Youth ages 0-17.

PROGRAM OVERVIEW: The program aims to introduce positive factors to protect juveniles either by reducing the impact of risks or by changing the way a person responds to risks. Eighteen local communities implemented programming last year and it is anticipated that twenty-six communities will implement Title V programs during state fiscal year 2000. The programs teach and promote responsible behavior, resiliency, healthy beliefs, clear standards, and bonding with adults and peers. Program activities include the implementation of an alternative high school, youth centers, truancy prevention strategies, court diversion, after-school programs, and recreational activities.

DRUG ABUSE RESISTANCE EDUCATION (D.A.R.E.)

PROGRAM TYPE: Youth drug education.

PROGRAM GOAL: To provide students with the necessary techniques and decision-making skills to resist peer pressure to experiment with alcohol, tobacco, and other drugs.

TARGET POPULATION: Kindergarten through 12th grade.

PROGRAM OVERVIEW: Drug Abuse Resistance Education (D.A.R.E.) is a comprehensive drug and violence prevention education program for children in kindergarten through 12th grade. The D.A.R.E. curriculum is taught in 19 countries by law enforcement officers and is designed to equip elementary, middle, and high school students with the skills to resist substance abuse, violence, and gangs. The program follows a carefully structured curriculum, focusing on topics such as: personal safety, drug use and misuse, consequences of behavior, resisting peer pressure, building self esteem, assertiveness training, managing stress without drugs, media images of drug use, role models, and support systems. The core curriculum requires that a highly trained police officer enter into fifth and sixth grade classrooms every week for 17 weeks. The program promotes positive attitudes in students toward the police, and instills a greater respect for the law and society.

EXECUTIVE OFFICE OF PUBLIC SAFETY**CHALLENGE GRANT PROGRAM**

PROGRAM TYPE: Delinquency intervention and reduction of recidivism.

PROGRAM GOAL: To assist youth already involved in the criminal justice system.

TARGET POPULATION: At-risk youth.

PROGRAM OVERVIEW: The Challenge Grant Program provides incentives for states to develop, adopt, and improve policies and programs in one or more of ten specified Challenge Activities, as determined by Congress. Three activities are currently being implemented in the Commonwealth. They include aftercare services for juveniles involved in the juvenile system, programming for adjudicated delinquents, and community-based alternatives to incarceration.

COMMUNITY POLICING

PROGRAM TYPE: Community Partnerships.

PROGRAM GOAL: To aid in the collaboration between law enforcement, local government, businesses and citizens to improve the overall quality of life.

TARGET POPULATION: All citizens.

PROGRAM OVERVIEW: Community Policing is both a philosophy and an organizational strategy that recognizes the importance of collaboration between law enforcement, all branches of government, private stakeholders, and the citizens of a community, to encourage working together to address the problems of crime, fear of crime, and factors that detract from the overall quality of life in their communities. Many police departments in the Commonwealth utilize Community Policing funds to participate in youth violence prevention initiatives, such as:

- 142 departments support recreational activities for young people as a positive, healthy alternative to drugs and violence.
- 260 police officers from 138 communities serve as School Resource Officers. School Resource Officers monitor schools to prevent and respond to school violence and drug problems, as well as serve as a contact for students, parents, and school personnel regarding school-related problems and safety issues.

NATIONAL GUARD**DRUG DEMAND REDUCTION YOUTH PROGRAM**

PROGRAM TYPE: Youth violence prevention.

PROGRAM GOAL: To provide youth with violence prevention training, along with teaching values, skills, and physical fitness.

TARGET POPULATION: Youth ages 9-18 years old.

PROGRAM OVERVIEW: The Drug Demand Reduction Youth Program is comprised of a variety of educational programs. One program, the Operation Challenge After-School Adventure program, involves 25 6th, 7th, and 8th graders. Thirty-five (35) youth ages 9-12 participated in D.A.R.E. (Drug Education for Youth). Leadership Reaction Course/Rappel Tower Operations challenges 25 high school students. An additional 25 high school students participated in the Youth Leadership Ropes Adventure Course. The Minuteman Challenge Academy is an alternative program for 16-18 yr. old high school dropouts. The goals of this program include providing youth with violence prevention training, along with teaching values, skills, and physical fitness.

EXECUTIVE OFFICE OF PUBLIC SAFETY

DEPARTMENT OF FIRE SERVICES

SAFETY EDUCATION

PROGRAM TYPE: School administrators' safety education.

PROGRAM GOAL: Educate school administrators about class B and C substances, explosive devices and appropriate response.

TARGET POPULATION: School administrators, police, fire and other safety personnel.

PROGRAM OVERVIEW: Fire Services provides safety education to school administrators about fireworks, class B and C substances, letter and package bombs, military ordnance, explosives made from recipes on the internet and instruction on how to handle a situation when a device is found. A more extensive program is available to police, fire and other safety personnel involving explosive recognition and bomb threat protocols.

MASSACHUSETTS DISTRICT ATTORNEY'S OFFICES**COMMUNITY-BASED JUSTICE FORUMS**

PROGRAM TYPE:	The program promotes interagency and community-based services for at-risk youth.
PROGRAM GOAL:	To regularly exchange information and create coordinated services for at-risk youth thereby diverting appropriate youth from the court system and DYS.
TARGET POPULATION:	At-risk youth.
PROGRAM OVERVIEW:	Representatives from the courts, schools, police departments, DYS, DSS, and community agencies meet on a regular basis to exchange information and create coordinated services for at-risk youth. These forums are designed to ensure swift prosecution of the most dangerous youth, while at the same time, diverting appropriate youth from the court system and DYS.

TRUANCY PREVENTION

PROGRAM TYPE:	Truancy prevention programs.
PROGRAM GOAL:	To improve school attendance among school age youth.
TARGET POPULATION:	School age youth.
PROGRAM OVERVIEW:	The program is a collaborative effort between the District Attorneys' Offices, school systems, law enforcement, and area service providers to improve school attendance among school age youth. During the 1997-1998 school year, each program developed a comprehensive strategy focusing on incentives and sanctions for truants. Assessment surveys were conducted and Steering Committees were formed to determine which school districts would be targeted. Program components include school attendance officers, counseling, tutoring, incentives, Saturday schools, and mediators/referral services for parents and students.

D.A.R.E. SUMMER DAY PROGRAM

PROGRAM TYPE:	Youth drug education.
PROGRAM GOAL:	To reinforce the D.A.R.E. message introduced during the school year.
TARGET POPULATION:	At-risk youth.
PROGRAM OVERVIEW:	The Drug Awareness Resistance Education (D.A.R.E.) Summer Day Programs utilizes educational, cultural, and recreational opportunities during the summer recess to reinforce the D.A.R.E. message introduced during the school year. Eleven District Attorneys and four cities received this grant, which will serve an estimated 5,892 youth starting on May 1, 1999 and continuing through the summer. The Summer Day Program Educational workshop includes lessons in violence prevention, cultural diversity, decision-making, and gang resistance. The D.A.R.E. Summer Day Program is a unique collaboration among district attorneys, law enforcement, educators, volunteer organizations, and public health agencies geared toward at-risk children.

MASSACHUSETTS DISTRICT ATTORNEY'S OFFICESBRISTOL COUNTY DISTRICT ATTORNEY'S OFFICE**JUVENILE DIVERSION PROGRAM**

- PROGRAM TYPE: Diversion program for first-time, nonviolent juvenile offenders.
- PROGRAM GOAL: Reduction of juvenile delinquent behavior through counseling/education, school tutoring and community service.
- TARGET POPULATION: Nonviolent Juvenile offenders.
- PROGRAM OVERVIEW: This eight-week course addresses substance abuse and teaches youth to act in a non-violent manner. Students are individually tutored and each must perform community service acts. The program past recidivism rate has been 17%.

COMPREHENSIVE COMPETENCIES PROGRAM

- PROGRAM TYPE: Saturday program oversees school truancy and suspension program students.
- PROGRAM GOAL: Reduce youth truancy in schools and equip youth with a better understanding of the steps needed to make good decisions, stay in school and plan for the future.
- TARGET POPULATION: Secondary school students.
- PROGRAM OVERVIEW: The Comprehensive Competencies Program targets secondary school truancy and suspension program students. Students participate in a three-hour Saturday session at the junior high schools. The session consists of equal parts counseling, tutoring/homework, and school based community service. Qualified adults assist students with their projects and UMASS Dartmouth students serve as role models. A bilingual component is available if necessary.

HAMPDEN COUNTY DISTRICT ATTORNEY'S OFFICE**COMMUNITY RISK ASSESSMENT MANAGEMENT (CRAM)**

- PROGRAM TYPE: Interagency initiative to respond to school violence and delinquency.
- PROGRAM GOAL: To enhance principals' discretion in supervising the operations, management, and safety of their schools.
- TARGET POPULATION: Students charged with a felony or those who have exhibited behavior in school that may qualify them as dangerous.
- PROGRAM OVERVIEW: CRAM is an innovative partnership comprising the District Attorney, Springfield Public Schools, Department of Youth Services, Department of Social Services, Springfield Police Department, Springfield Juvenile Court and the Springfield District Court Probation. CRAM is the primary mechanism through which these agencies share and exchange information pertaining to juveniles. CRAM partners are able to access, share, and discuss pertinent information regarding students whose actions outside of school have led to felony charges and whose behavior in school may qualify them as dangerous to their peers, teachers, and staff. The CRAM initiative, encompassing the Massachusetts Education Reform Act of 1993, allows principals to have more discretion in supervising the operations, management, and safety of their schools.

MASSACHUSETTS DISTRICT ATTORNEY'S OFFICES

ESSEX COUNTY DISTRICT ATTORNEY'S OFFICE

JUVENILE JUSTICE TEAMS

PROGRAM TYPE:	Program oversees the prosecution of juvenile offenders.
PROGRAM GOAL:	Maximizing community protection and delinquency prevention through consistent and appropriate responses to juvenile crime.
TARGET POPULATION:	Juvenile offenders.
PROGRAM OVERVIEW:	The Juvenile Justice Teams, comprised of an Assistant District Attorney, a Juvenile Justice Coordinator and a Victim/Witness Advocate, provide a consistent and appropriate continuum of responses to juvenile crime by reviewing all juvenile cases for appropriate placement from Priority Prosecution to Juvenile Diversion. The Juvenile Justice Teams oversees the prosecution of juveniles, maximizing community protection and delinquency prevention by responding immediately and effectively to incidents and concerns raised by schools and communities.

JUVENILE DIVERSION PROGRAM

PROGRAM TYPE:	Diversion program for first-time, nonviolent juvenile offenders.
PROGRAM GOAL:	Reduction of juvenile delinquent behavior through counseling/education, community service and restitution.
TARGET POPULATION:	Juvenile offenders 7-17 years old.
PROGRAM OVERVIEW:	The Juvenile Diversion Program is an innovative program that circumvents the traditional court process for select first-time, nonviolent juvenile offenders and their families. Youth are provided the opportunity to participate in appropriate counseling/education, perform community service and, in the case of property damage, pay restitution. The program is available in all of the Juvenile and District Courts in Essex County.

FLASHPOINT MEDIA LITERACY PROGRAM

PROGRAM TYPE:	Media literacy educational and skills program for youth.
PROGRAM GOAL:	To enhance critical thinking and decision-making skills in youth.
TARGET POPULATION:	Youth 13-17 years old.
PROGRAM OVERVIEW:	Flashpoint is an educational intervention program designed to provide youth in the juvenile justice system and other high-risk youth with media literacy skills. The program teaches youth not only to deconstruct the often violent, unrealistic, and harmful messages in the media, but to enable youth to use these same critical thinking skills to make better decisions in their own lives. Participants attend twelve 90-minute sessions targeted at improving their observation of the underlying messages about violence, prejudice, and drugs and alcohol from different media outlets.

MASSACHUSETTS DISTRICT ATTORNEY'S OFFICES**YOUTHFUL DIVERSION PROGRAM**

PROGRAM TYPE:	Diversion program for first-time youthful substance abuse offenders.
PROGRAM GOAL:	Reduction of alcohol and drug-related incidents through education and enhancement of decision-making skills.
TARGET POPULATION:	Youth 17-21 years old.
PROGRAM OVERVIEW:	The Youthful Diversion Program is a program piloted in several courts working with a largely underserved population, first-time youthful offenders charged with minor substance abuse offenses. The offender is offered the opportunity to participate in counseling and education programs and perform community service in lieu of going through the traditional court process.

COMMUNITY COLLABORATIVE INITIATIVE

PROGRAM TYPE:	Interagency, school and community initiative to discuss youth violence.
PROGRAM GOAL:	Coordinate the prevention and intervention of youth violence through the sharing of information.
TARGET POPULATION:	All youth.
PROGRAM OVERVIEW:	The Community Collaborative Initiative enables regular meetings between administrators, law enforcement, probation, representatives from the District Attorney's Office and the Departments of Social Services, Youth Services and Mental Health to discuss youth violence prevention and intervention.

NORTHWESTERN DISTRICT ATTORNEY'S OFFICE**YOUTH VIOLENCE COALITION**

PROGRAM TYPE:	Program enables youth and adults to work together in violence prevention and response.
PROGRAM GOAL:	Reduction of violence in relationships, school and the workplace through alternative responses.
TARGET POPULATION:	Youth and adults.
PROGRAM OVERVIEW:	The Youth Violence Coalition provides a forum for youth and adults to work together to create alternatives to violence, while simultaneously advancing youth leadership and skill development. The focal point is an annual Youth Violence Conference with 30 youth and 30 adult participants, and 42 youth and adult presenters discussing violence in relationships, schools and the workplace.

EDUCATION AND OUTREACH PROGRAM

PROGRAM TYPE:	Program educates the community and schools concerning youth violence.
PROGRAM GOAL:	Reduce youth violence in schools and the community.
TARGET POPULATION:	All youth.
PROGRAM OVERVIEW:	The Education and Outreach Program offers workshops for community and school personnel to address the needs of youth. Some key programs include: Confronting School Violence, Creating Healthy Relationships, Personal Safety Awareness, The Yellow Dress which addresses teen dating violence, Bullying and Name-Calling which provides strategies for confronting demeaning behavior, and the Youth at Risk Program for volunteers in community agencies.

MASSACHUSETTS DISTRICT ATTORNEY'S OFFICES

NORTH QUABBIN COMMUNITY COALITION

PROGRAM TYPE: Community discussions concerning youth violence.
PROGRAM GOAL: Reduction of youth violence.
TARGET POPULATION: All youth.
PROGRAM OVERVIEW: The North Quabbin Community Coalition offers roundtable discussions on youth violence. Attendees include school administrators, teachers, parents, and community leaders.

REINVENTING JUSTICE, JUVENILE DIVERSION PROGRAM

PROGRAM TYPE: Probationary interventions for juvenile offenders.
PROGRAM GOAL: To divert youth from juvenile court by probationary interventions addressing needs.
TARGET POPULATION: Juvenile offenders.
PROGRAM OVERVIEW: The Juvenile Diversion Program, which includes both delinquency and CHINS diversions, is premised on statistical studies which indicate that children who are exposed to juvenile court frequently have multiple appearances. Probationary interventions are utilized to address issues identified by needs assessment.

THE SYNERGY PROJECT

PROGRAM TYPE: Interagency, school and community initiative to discuss youth violence.
PROGRAM GOAL: Coordinate the prevention and intervention of youth violence through the sharing of information.
TARGET POPULATION: All youth.
PROGRAM OVERVIEW: The Synergy Project is loosely based on the Community-Based Juvenile Justice model. Meetings are held among school officials, law enforcement, probation, representatives from the District Attorney's Office and the Departments of Social Services, Youth Services and Mental Health to identify youth demonstrating troublesome behaviors that endanger school communities.

REINVENTING JUSTICE

PROGRAM TYPE: Delinquency prevention and alternatives to adjudication.
PROGRAM GOAL: To increase court and community collaboration in developing delinquency prevention strategies.
TARGET POPULATION: All youth.
PROGRAM OVERVIEW: The Hampshire County Reinventing Justice supports the Juvenile Justice Subcommittee and Alternatives Working Group which focus on court and community collaboration, developing delinquency prevention strategies and alternatives to adjudication.

MASSACHUSETTS DISTRICT ATTORNEY'S OFFICES

PLYMOUTH COUNTY DISTRICT ATTORNEY'S OFFICE

MENTORING THROUGH ART PROGRAM

PROGRAM TYPE: Art program.

PROGRAM GOAL: To create a positive social and learning environment for at risk youth through art.

TARGET POPULATION: At-risk youth.

PROGRAM OVERVIEW: The District Attorney's Office in collaboration with Stonehill College initiated a "Mentoring Through Art" program at the Fuller Museum in Brockton. During the 14 week program, at-risk youth are paired with Stonehill College student mentors who work together to create a positive social and learning environment through photography outreach.

MOCK TRIAL PROGRAM

PROGRAM TYPE: Drug and alcohol prevention education program.

PROGRAM GOAL: To educate youth on decision-making, risk-taking, and the consequences of drug and alcohol use.

TARGET POPULATION: Elementary and junior high school students.

PROGRAM OVERVIEW: The Plymouth County Mock Trial program is a collaborative effort by the local police departments, the participating school's teaching staff, and the District Attorney's Office. The Mock Trial encompasses a four-week drug and alcohol prevention education program and culminates in a mock trial of a criminal case involving juvenile drug and alcohol abuse, with roles being played by the District Attorney and staff members, in addition to local police representatives and students.

SUFFOLK COUNTY DISTRICT ATTORNEY'S OFFICE

RAPID INDICTMENT PROSECUTION PROGRAM

PROGRAM TYPE: Prosecution of violent youthful offenders through collaborative efforts with detectives.

TARGET POPULATION: Offenders ages 17-23 years old.

PROGRAM OVERVIEW: The Rapid Indictment Prosecution Program involves Assistant District Attorneys responding with area detectives to shootings and armed robbery calls involving individuals between the ages of 17 and 23. The ADA provides legal assistance and advises the victims and witnesses on appearing before an investigative grand jury.

GANG UNIT

PROGRAM TYPE: Prosecution of violent offenders.

PROGRAM GOAL: Target the most violent offenders for prosecution.

TARGET POPULATION: Violent offenders between the ages of 17-25 years old.

PROGRAM OVERVIEW: In addition to targeting the most violent offenders, the Gang Unit prosecutors also participate in classroom instruction and mock trial competitions in area high schools and teach an eight week course on the criminal justice system to 5th graders in several Boston middle schools.

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICES**DEPARTMENT OF PUBLIC HEALTH****MASSACHUSETTS VIOLENCE PREVENTION TASK FORCE**

PROGRAM TYPE: Violence reduction and prevention program.

PROGRAM GOAL: To attain peace, health and justice for all citizens.

TARGET POPULATION: All citizens.

PROGRAM OVERVIEW: The Violence Prevention Task Force is a collaboration of legislators, federal, state, local and community organizations and institutions committed to working together to attain peace, health and justice for everyone in the Commonwealth. The Task Force supports community violence prevention projects, awards funds to establish local violence prevention coalitions, offers training on developing coalitions to prevent violence, and sponsors an annual violence prevention conference.

MENTORS IN VIOLENCE PREVENTION (MVP)

PROGRAM TYPE: Program educates youth on interpersonal violence.

PROGRAM GOAL: Awareness and reduction of violence against women.

TARGET POPULATION: Middle and High School students.

PROGRAM OVERVIEW: In collaboration with Northeastern University, this program provides a mixed gender team of instructors to teach middle and high school students about men's violence against women, and trains peer leaders as empowered bystanders. MVP stresses the importance of involving men to prevent other men from engaging in men's violence against women. Instructors use examples from film, television, news and personal experience to help students identify abusive patterns and develop strategies to intervene safely. MVP works closely with schools funded for Teen Dating Violence Prevention and Intervention through the Massachusetts Department of Education.

WORDS NOT WEAPONS

PROGRAM TYPE: Program trains students in peer leadership.

PROGRAM GOAL: To reduce the use of weapons and violence in schools.

TARGET POPULATION: High School students.

PROGRAM OVERVIEW: A community and school initiative to reduce the use of weapons among high school students, using the peer leadership model to reduce violence in schools. Using a common framework, each school develops a project to promote problem-solving alternatives to violence. The framework for Words Not Weapons was created in youth workshops and is tailored to each school's unique population and community. Youth work with an advisor to plan activities, and peer leaders are trained to spread the message to other students. At some sites the program is administered directly through the school while other sites involve Massachusetts Prevention Center staff.

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICES

VIOLENCE PREVENTION SURVEILLANCE PROJECTS

PROGRAM TYPE:	Through random survey and hospital emergency department reporting, the program monitors incidences of violence and intentional injuries.
PROGRAM GOAL:	To track assault related injuries.
TARGET POPULATION:	All citizens.
PROGRAM OVERVIEW:	The Emergency Department Surveillance and Coordinated Injury Prevention Project (EDSCIP), is a statewide surveillance system used to track incidence and causes of injuries treated in hospital emergency departments, including assault-related injuries and self-injuries. The Weapon Related Injury Surveillance System is a statewide surveillance system for gunshot wounds and stabbings based on emergency department reports, police NIBRS data, crime lab ballistics data, death certificates, and hospital discharge data. Woman Abuse Tracking in Clinics and Hospitals (WATCH), is a hospital emergency department-based surveillance system to track intimate partner violence of women 12 years and older.

VIOLENCE PREVENTION COLLABORATIONS STAFFED AT DPH

PROGRAM TYPE:	Program promotes community health networks.
PROGRAM GOAL:	To improve the health and well being of residents.
TARGET POPULATION:	All citizens.
PROGRAM OVERVIEW:	There are 27 Community Health Network Areas (CHNA's) in the Commonwealth that bring together public, nonprofit and private sector individuals and organizations to improve the health and well being of their communities and residents. Many CHNA's have identified violence prevention as a public health priority. After looking at data on their communities, many CHNA's identified violence prevention as a public health priority. CHNA's approach violence prevention broadly or narrowly, depending on the needs of their community. CHNA's addressing violence have a youth component, and some target youth exclusively.

VIOLENCE PREVENTION INFORMATION AND EDUCATION

PROGRAM TYPE:	Program educates adults and youth about violence prevention and response.
PROGRAM GOAL:	Awareness and reduction of domestic and youth violence.
TARGET POPULATION:	Youth, at-risk youth, gay and lesbian youth, and pediatricians.
PROGRAM OVERVIEW:	DPH provides a number of informational and educational programs about youth violence. <i>Adolescent Perpetrators Intervention</i> tailors adult batterer's intervention services to the needs of adolescent populations. <i>Healthy Tomorrows Pediatric Family Violence Awareness Project</i> has educated pediatricians on the warning signs of domestic violence and its effects on children. The <i>Violence Prevention / Intentional Injury Program</i> coordinates and integrates DPH violence prevention efforts, and links with other state agencies, the public, and community-based programs to develop and expand efforts to prevent violence and intentional injury. <i>Enhanced School Health Service Programs</i> strengthen existing school health service programs and implement comprehensive health education, including violence prevention. <i>Gay and Lesbian Youth Support Services</i> provide support to projects designed to decrease youth suicide, violence and other problems faced by GLBT youth at home and in school.

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICES

MASSACHUSETTS PREVENTION CENTERS

PROGRAM TYPE:	Program addresses youth violence in the community.
PROGRAM GOAL:	Reduce and prevent youth violence.
TARGET POPULATION:	All youth.
PROGRAM OVERVIEW:	These centers are utilized to support peer leadership projects that address different aspects of youth violence in communities. Peace through Education and Community Empowerment kits (P.E.A.C.E. kits), are available through the Centers and provide resources to help develop youth violence prevention activities. Violence Prevention Month in May of each year provides a framework to highlight and promote the community-level work across the state in small towns and big cities, supported by schools, police, advocacy groups, health centers, faith organizations, all with the goal of preventing violence.

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICES**DEPARTMENT OF YOUTH SERVICES****DAY REPORTING CENTERS**

PROGRAM TYPE: Day and evening community support services for youth.

PROGRAM GOAL: Supervise youth in the community.

TARGET POPULATION: DYS committed and court involved youth.

PROGRAM OVERVIEW: In conjunction with local police, courts, and the Department of Probation, DYS operates community-based Day Reporting Centers. Both DYS committed youth as well as certain court involved youth that live at home, are required to report to the center. Staff supervise the youth while they are in the community, providing a range of services including monitoring, counseling, recreational activities and tutoring. The centers are open during the evening for added support.

SHORT AND LONG TERM RESIDENTIAL PROGRAMMING

PROGRAM TYPE: Residential services for youth.

PROGRAM GOAL: Assist youth transitioning between community, facilities or home.

TARGET POPULATION: DYS committed youth.

PROGRAM OVERVIEW: Less secure residential services are provided for youth transitioning back into the community, leaving facilities, or for those whose homes are unsafe or unstable. These residential programs are staff-secure and typically are located in residential areas. Short-term programming lasts from 2 - 6 months, while long term lasts 9 - 12 months. Often treatment services focus upon crisis intervention and violence prevention.

SHORT TERM COMMITTED UNITS

PROGRAM TYPE: Residential services for youth.

PROGRAM GOAL: Assist youth transitioning back to the community.

TARGET POPULATION: DYS newly committed youth.

PROGRAM OVERVIEW: These units serve newly committed youth and youth revoked and returned by DYS because they are having adjustment problems in the community. The average length of stay is 30-90 days. Services include education, behavior management, and recreation. Treatment services focus upon crisis prevention and violence prevention.

LONG TERM COMMITTED UNITS

PROGRAM TYPE: Residential services for youth.

PROGRAM GOAL: Provide supervision and treatment services.

TARGET POPULATION: DYS committed youth.

PROGRAM OVERVIEW: These long-term units serve DYS committed youth. The average length of stay is 8-12 months. Services include education, behavior management, medical and recreation. Treatment services focus upon crisis prevention and violence prevention. It teaches pro-social skills and anger management. Treatment may also be offense specific such as sex offender treatment or drug and alcohol abuse services.

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICES**DETENTION UNITS**

PROGRAM TYPE:	Serves youth awaiting court action, revocation or facility placement.
PROGRAM GOAL:	Provide supervision and treatment services.
TARGET POPULATION:	DYS committed youth.
PROGRAM OVERVIEW:	House youth charged with an offense and who are being held on bail awaiting court action. These units may also house juveniles who are committed and are awaiting placement in another facility or program, or who are in the process of revocation from a community placement. Services include education, behavior management, medical, recreation, violence prevention and substance abuse.

BOOT CAMPS

PROGRAM TYPE:	Intensive educational program for DYS youth.
PROGRAM GOAL:	Reduce juvenile delinquency through physical training and an intensive educational curriculum.
TARGET POPULATION:	DYS committed youth.
PROGRAM OVERVIEW:	DYS operates three "boot camp" programs in conjunction with the Massachusetts National Guard. These 45-day programs provide delinquent youth with physical training an intensive educational curriculum. On average, 71% of juveniles graduating from boot camp have earned their GED through the program.

HOMEWARD BOUND PROGRAM

PROGRAM TYPE:	Program involves youth in rigorous physical activity.
PROGRAM GOAL:	Reduce juvenile delinquency by promoting self-esteem.
TARGET POPULATION:	DYS committed youth.
PROGRAM OVERVIEW:	Homeward Bound is a unique, short-term, environmentally secure program designed on the Outward Bound esteem building model. The "Forestry Camp" serves committed youth and offers a short-term intensive program of boating, hiking, camping, rock climbing, cross country skiing and obstacle courses. The program offers individual, group and violence prevention counseling. The program has also been used for both commitment and detention diversion for high-end probationers. It uses a modified version of Aggression Replacement Training, which focuses on violence prevention and substance abuse issues.

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICESDEPARTMENT OF SOCIAL SERVICES**SAFE START AND SAFE SCHOOLS INITIATIVE**

PROGRAM TYPE: Program addresses youth exposure to violence and prevention.

PROGRAM GOAL: Reduction of youth exposure to violence in the community and schools.

TARGET POPULATION: All youth and child witnesses to violence.

PROGRAM OVERVIEW: Safe Start and Safe Schools are two separate federally funded grant proposals of which DSS has been and continues to be a participant. In the cities of Springfield and Boston, the Safe Start Initiatives hope to prevent exposure to violence and counsel children who are witnesses to violence. In the cities of Holyoke, Brockton and Lynn, the Safe Schools program addresses youth violence in schools.

DOMESTIC VIOLENCE INITIATIVES

PROGRAM TYPE: Program trains service providers in domestic violence cases.

PROGRAM GOAL: Provide treatment services for witnesses to violence.

TARGET POPULATION: Children and teens who have witnessed violence.

PROGRAM OVERVIEW: DSS Specialists provide training and case consultation on DSS cases where children have witnessed domestic violence and/or teens are involved in abusive dating relationships. It has been estimated that 50% of child abuse and neglect cases also involve abuse of the mother. DSS collaborates with DPH to design groups for teen offenders and to train community agencies on adolescent issues.

ADOLESCENT OUTREACH PROGRAM

PROGRAM TYPE: Program prepares youth for independent living.

PROGRAM GOAL: To enhance the success of youth moving from placement back to the community.

TARGET POPULATION: Youth ages 6-22 years old.

PROGRAM OVERVIEW: The Adolescent Outreach Program prepares youth, particularly those determined to be at high risk for failure in the transitional living process, for moving from placement to independence thereby strengthening their chances of leading productive lives within the community after discharge.

DEPARTMENT OF EDUCATION

The Foundation formula (M.G.L. c.70) is the basis for funding public schools in Massachusetts. It is a complex formula but is essentially a zero-base, per-student formula which seeks to provide for all of the operational aspects of a school. The proponents of the formula had envisioned that it would be used by a school district as a template to ascertain how funds were being spent. Two of the factors in the formula are of interest to this discussion: the allocation for “expanded program” (after-school activities) and “professional development”. The latter amount is supposed to be spent to help train teachers, staff and others. It is significant due to the need for better training on classroom management and safe school practices. The allocation for expanded program seeks to address the need for after-school programs. The exact amount for these allocations for any school district may be obtained from the Massachusetts Department of Education.

FOUNDATION BUDGET FUNDS (PROFESSIONAL DEVELOPMENT)

PROGRAM TYPE:	Public funding of school system (Chapter 70).
PROGRAM GOAL:	To improve the performance of teachers and administrators.
TARGET POPULATION:	Teachers, administrators, school council members.
PROGRAM OVERVIEW:	Under the provisions of the Education Reform Act, all educators must engage in professional development. Further, districts and schools are supposed to develop professional development plans. In addition to the pedagogical needs of a school and substantive training to address the MCAS standards, there should be some focus on the training to ensure a safer school environment.

FOUNDATION BUDGET FUNDS (EXPANDED PROGRAM)

PROGRAM TYPE:	Public funding of school system (Chapter 70)
PROGRAM GOAL:	To provide for after-school activities for students (K-12)
TARGET POPULATION:	Students, K-12th grade.
PROGRAM OVERVIEW:	Schools should be providing for after-school programs to address a variety of societal and educational needs. The formula sought to provide an allocation for such programs.

EXTENDED LEARNING OPPORTUNITIES/MCAS (AFTER-SCHOOL FUNDS)

PROGRAM TYPE:	A grant program to address the academic deficiencies of students as demonstrated on the state assessment program (MCAS).
PROGRAM GOAL:	To increase the academic achievement of students in schools.
TARGET POPULATION:	Students, mostly focused on grades 3-10.
PROGRAM OVERVIEW:	Given the results of the MCAS, increased allocations were provided to quickly improve student performance. As many school districts have chosen to use these funds to provide after-school classes (extended learning opportunities), the allocation is included here.

HEALTH PROTECTION FUNDS (HPF)

PROGRAM TYPE:	Program provides a health education curriculum for youth.
PROGRAM GOAL:	Awareness and prevention of risk behaviors affecting health.
TARGET POPULATION:	Pre-kindergarten through 12 th grade.
PROGRAM OVERVIEW:	The Health Protection Funds program prioritizes: Tobacco education, prevention and cessation activities; implementation of a pre-kindergarten – 12 th grade health education curriculum, including components of guidance and counseling, nursing and mental health services, physical education, family and consumer sciences education, and nutrition services. Violence prevention and substance abuse education and prevention are also addressed.

DEPARTMENT OF EDUCATION**SAFE AND DRUG FREE SCHOOLS AND COMMUNITIES ACT (SDFSCA)**

PROGRAM TYPE:	Supports prevention programs aimed at school violence and substance abuse.
PROGRAM GOAL:	Provide school environments that are free of violence and substance abuse through parental and community involvement.
TARGET POPULATION:	All students.
PROGRAM OVERVIEW:	SDFSCA federally funds activities that support local schools and community programs that prevent violence around schools. The goal is to prevent the illegal use of alcohol, tobacco and drugs; involve parents; and coordinate with related federal, state, and community efforts and resources. All school districts are eligible and at least 95% participate.

SAFE SCHOOLS FOR GAY AND LESBIAN STUDENTS PROGRAM (SSGLS)

PROGRAM TYPE:	Program educates on school-based violence and suicide prevention.
PROGRAM GOAL:	Create and maintain a safe, supportive school environment.
TARGET POPULATION:	Gay and lesbian students.
PROGRAM OVERVIEW:	The SSGLS Program provides funds to high school programs for the active promotion of school-based violence and suicide prevention. Activities are designed at the local level to create and maintain safe, supportive school environments for gay and lesbian students.

TEEN DATING VIOLENCE INTERVENTION AND PREVENTION PROJECT

PROGRAM TYPE:	Program educates teens and school personnel on dating violence prevention and response.
PROGRAM GOAL:	Reduction of teen dating violence through educational programs.
TARGET POPULATION:	All students and school staff.
PROGRAM OVERVIEW:	The TDVIPP provides funding to 54 school districts for educational programs to prevent teens from becoming involved with dating-related violence. They also offer safe intervention strategies as well as educate school personnel and community members to recognize the warning signs of teen dating violence.

GOVERNOR'S TASK FORCE ON HATE CRIMES

PROGRAM TYPE:	Task Force researches and develops solutions to hate-motivated violence in schools.
PROGRAM GOAL:	Improve reporting and reduction of hate-motivated violence in schools through a combined effort of school personnel, law enforcement and community-based organizations.
TARGET POPULATION:	High school students.
PROGRAM OVERVIEW:	The Task Force researches and develops comprehensive, coordinated solutions to prejudice and hate-motivated violence in our schools. The project is a long-term solution that builds on community resources by strengthening communication and partnerships between schools, law enforcement, and community-based organizations.

In 1998 the Task Force initiated the Civil Rights Project to address the issue of hate crimes in Commonwealth schools. The project launched a first-of-its-kind website, www.stopthehate.org, designed to give support, information, and resource referrals to students and educators.

PLANNED ANTI-HATE CRIMES PROGRAMMING FOR FY '00

PROGRAM TYPE:	Programs will educate youth on diversity awareness and hate-crimes prevention.
PROGRAM GOAL:	Reduce hate-crime victimization by potential offenders and perpetrators through diversity training.
TARGET POPULATION:	Potential hate-crime offenders and perpetrators.
PROGRAM OVERVIEW:	The Task Force's anti-hate crime programming for fiscal year 2000 is aimed at creating an environment of respect thereby preventing hate crime victimization in our schools.

During the 1999-2000 school year, the Student Civil Rights Project will initiative pilot programs of civil rights teams in seven high schools. Teams will consist of 12 students, and school and faculty advisors, who will be trained on established protocol for responding to civil rights violations. The Task Force will assist teams through online support and on-call support through the Student Civil Rights Director.

The Task Force is proposing a diversity awareness-training seminar for youth in trouble for potential hate activity. The proposal includes a correctional training protocol that can offer remedial sanctions to school administrators, involving 30 hours of classroom-style instruction and 10 or more hours of community service. The second training model would require convicted hate crimes perpetrators to receive diversity awareness training as an element of sentencing. This training will be prison-based and correctional in approach, although not necessarily limited to convicted perpetrators. The goal would be forceful, short-term intervention to reduce the danger of recidivism, especially among younger violators. The Task Force will also attack the underreporting of hate crimes through outreach, training, and a detailed survey.

The State Police will establish a civil rights investigative team to investigate where hate crimes occur in the Commonwealth and will provide back up to local police departments faced with possible hate crimes.

MASSACHUSETTS ATTORNEY GENERAL'S OFFICE**STUDENT CONFLICT RESOLUTION EXPERTS (SCORE)**

PROGRAM TYPE:	School mediation program.
PROGRAM GOAL:	Conflict resolution through peer mediation.
TARGET POPULATION:	All students.
PROGRAM OVERVIEW:	The Massachusetts-based <i>SCORE</i> Program provides support to schools wishing to establish peer mediation programs. School mediations usually involve conflicts that start with rumors, threats, name-calling, theft, or damage to personal property. <i>SCORE</i> mediators complete at least 20 hours of training to help them learn skills used to help people who must work out their differences. The program currently operates in 26 different schools across the Commonwealth.

RECOMMENDATIONS

A vast number of written materials have been produced by both governmental and private organizations that offer suggested programs and policies for combating violence in our schools. These suggested initiatives, while comprehensive in scope, provide us with a host of options from which we can select those most suited for Massachusetts. Bearing in mind unique school factors (e.g., urban/rural setting, grade level served), the following programs and initiatives present some options in the effort to promote safety and combat school violence.

While the issue of youth violence may not be new, the role of schools and the strategies employed by educators is still new and somewhat untested. A recent article from the Harvard Education Letter notes the issue: "Since the field of violence prevention is relatively young, evaluations of even the most widespread programs are still in the early stages." ("What Makes a Good School Violence Prevention Program?", *Harvard Education Letter*, January/February 1999) The research on many of these efforts illustrates the risks attendant to implementing something innovative: there are few programs which have proven to be effective. There has been some commentary that ineffective programs worsen the situation for students as the programs provide a false sense of security. Further, as the events of the 1998-99 school year demonstrate, schools which are regarded as high-achieving schools and which have resources dedicated to the prevention of violence may not thwart a deeply disturbed youth.

- At the Columbine High School in Littleton, Colorado, the school employed both surveillance cameras and an armed guard. Columbine High School was known as a high performing school academically and had fielded state championship teams in baseball, basketball and soccer in the 1990's.

- At Heritage High School in Conyers, Georgia, there was a thirty-five member school safety group established to develop and implement safe school strategies. The panel drew from many parts of the community and included an agent of the FBI. Heritage High School was listed as one of the top high schools in America in *U.S. News and World Report* and was recognized as one of Georgia's Schools of Excellence by the Georgia Department of Education.

Indeed, in a report of research on school safety undertaken by the Secret Service, the *New York Times* recently reported some distressing information: some school security efforts such as surveillance cameras and armed security may provide a perverse incentive to those disturbed students similar to the events of the past two school years. Simply stated, the surveillance cameras may provide the disturbed student with the audience he wants while the armed security officer provides the means to end the assault without capture. Such research makes the effort to make a safe school even more problematic.

INVENTORY, EVALUATION, AND COMPILATION OF EXISTING YOUTH VIOLENCE PREVENTION PROGRAMS

"To know where you are headed, you must first know where you have been.."

Author Unknown

SUMMARY

The most difficult task facing the Governor's Council on Youth Violence is identifying ALL of the existing youth violence prevention programs at the federal, state, and local levels that currently operate in Massachusetts. Furthermore, once ascertained, there is little documented evidence to support an assertion of which programs are successful and worthy of replication. Nonetheless, strong collaborations and neighborhood coalitions have been developed as a result of these programs. Nationally, there is little data favoring particular prevention programs (*Appendix D*). Although many programs are too new to assess their impact on overall juvenile crime, the positive steps taken by communities as a result of these programs cannot be denied. The existence of these programs have assisted communities in moving forward to develop comprehensive prevention strategies, enhance resources, strengthen families and create a positive school climate. By inventorying and documenting current programs, followed by an impact evaluation to ensure that state resources are devoted to the most effective programs, the creation of a comprehensive directory of successful programs would be an invaluable resource for school districts and communities. To address these challenges, the Council recommends the following:

RECOMMENDATION ONE: The Executive Office of Public Safety, the Executive Office of Health and Human Services, and the Department of Education should conduct an inventory of violence prevention programs administered through state agencies. In addition, the Department of Education should conduct a comprehensive survey/inventory of school districts to find out what schools are currently doing to promote violence prevention. There are many schools in the Commonwealth that have already instituted violence prevention programs, and it would be helpful to know what particular school districts are already doing to combat violence.

RECOMMENDATION TWO: The Department of Education, The Department of Public Health, and the Executive Office of Public Safety Programs Division should conduct an impact evaluation of the inventoried prevention programs to develop "best practices." These evaluations should examine both the content and the impact of various programs currently in place across the state. It is important to assess and document the outcome of the intervention (i.e. reduction in violence, safer schools). This is essential in determining whether to replicate or expand existing programs.

RECOMMENDATION THREE: The Department of Education, in collaboration with the Department of Public Health, should develop a Directory of Anti-Violence Reduction Programs. The directory, which would be updated annually, would provide a summary of promising programs already in place across the State, as well as the names of individuals who can provide information to communities interested in establishing or expanding school violence prevention programs in their areas. This would be a great tool for schools in the preliminary stages of implementing violence prevention programs. This information should be made easily accessible through a Web site and a toll-free phone number.

EDUCATION

“Without first establishing discipline and maintaining order, teachers cannot begin to educate their students. And apart from the education, the school has the obligation to protect pupils from mistreatment by other children, and also to protect teachers themselves from violence by the few students whose conduct in recent years has prompted national concern.”

United States Supreme Court Justice Lewis Powell
New Jersey v. T.L.O., 469 U.S. 325, 350 (concurring opinion)

SUMMARY

Simply stated, safe schools are orderly and purposeful places where students and staff are free to learn and teach without the threat of physical or psychological harm. They are characterized by sensitivity and tolerance for all individuals (including those of other cultural and ethnic backgrounds, gender and sexual preference differences). It is an environment of nonviolence, clear behavioral expectations, disciplinary policies that are consistently and fairly administered, support and recognition for positive behavior, and a sense of community on the school campus. It is a place where parents and the community feel welcome and strong partnerships are made with agencies and businesses to support the school's agenda. Safe schools also are characterized by well-planned security procedures, established emergency response plans, timely maintenance, cleanliness, and a nice appearance of the campus and classrooms. For schools, the challenge is to nurture a welcoming environment for students, parents and the community while ensuring that safety issues are addressed. (See Appendix E for *High Standards for Students in Both Academics and Behaviors*)

There are several aspects to ensuring a safe school:

- *School-management issues.* These are programs that focus on discipline and student behavior, alternative schools, and cooperative relationships with police and law enforcement.
- *Educational and curriculum-based programs.* These are programs based on teaching students values through character education programs as well as behavior-management skills and nonviolent conflict resolution.
- *Environmental changes.* These are programs based on changing student behavior by changing students' social or physical environment. This includes installing metal detectors and hiring security guards, but also includes larger-scale programs like setting up after-school programs and increasing or decreasing school size.

In order to heighten violence prevention awareness, school personnel, students, parents, and the community as a whole, need to be equipped with the tools to recognize warning signs of at-risk youth. In addition, students must be provided with the necessary resources to manage anger and resolve conflicts peacefully.

The options for student education are vast, and include a wide variety of violence and delinquency prevention curricula. Schools should incorporate an established violence prevention curriculum or offer one-time classes focusing on specific issues (e.g., the dangers of firearms, drug abuse prevention). Many schools across the country, including Massachusetts, offer instruction in conflict resolution, social skills, and peer education.

RECOMMENDATION ONE: Under M.G.L. c. 69, §1B, the Board of Education should establish statewide goals for Massachusetts schools. In addition to whatever other goals the Board might be establishing, the Board should make safer schools a priority for itself and school districts and follow up this goal setting with discussions about what should be done in schools to make them safer.

RECOMMENDATION TWO: Educating students for character should be infiltrated into the core curriculum in Massachusetts schools. As long as there have been public schools in Massachusetts, there has been a strong link between the role of the school to educate on content as well as character. Respect, tolerance and personal responsibility should be instilled in students at a young age and it should permeate the education process. The Department of Education should be charged with creating professional development programs focusing on character education.

EXAMPLE: Hudson Public School District

The Hudson Public Schools use curricula such Second Step and volunteerism through community-based learning (CSL) to instill what Superintendent Sheldon Berman calls the ethical engagement of their students.

The research on community service learning shows that students engaged in service-learning activities strengthen academic skills, civic attitudes, and skills for active citizenship. Service learning enriches curriculum and instruction by providing project-based, student-active instruction on real world problems. Service learning also has an impact on the community as a whole by creating the bridge between young people and their communities. Finally, through CSL experiences, students gain a sense that there is a greater ethical meaning to their life. They can develop an ethic of care for the well-being of others and service to our society and planet that they can carry with them far into the future.

More than 80% of Hudson's student body was involved in some form of service learning with 100% participation at the elementary level. Hudson's CSL program begins in kindergarten with all kindergartners being involved in such efforts as: a handicapped awareness program that extends into a "hoping" that raised \$3,000 for the March of Dimes last year; a student run recycling program tied to an environmental studies science unit; and a holiday toy drive linked to a social studies unit on community. Each grade develops its own initiative. For example, several classes of first graders develop an ongoing relationship with senior citizens at Hudson's local Senior Center that helps teach students basic literacy skills. Hudson's third grade raises money and collects food for our local Food Pantry. Hudson's fourth grade engages in an environmental field studies program that involves protecting and caring for wetlands and other natural areas near our schools. A number of the fifth grade classes work with classrooms of multiple-handicapped children to develop an awareness of and respect for diversity. Hudson's ninth grade English and Social Studies teachers collaborate on a year-long course with the essential questions of "What is a just society?" As part of this civics course, students study the Holocaust and other acts of genocide using the *Facing History and Ourselves* curriculum. To demonstrate what they have learned, they are required to find a way that they can help create a just society through a service learning experience. These are only a sample of the many projects our teachers implemented. In some cases, classes were involved in several CSL projects. Most of our CSL projects are linked directly to the curriculum frameworks.

EXAMPLE: Benjamin Franklin Classical Charter School, Franklin, MA

Several years ago, some parents who were concerned about the learning environment and academic achievement of their schools, convened and developed a proposal for a new school. Their proposal was awarded a charter in 1994 and the Benjamin Franklin Classical Charter School opened in the fall of 1996.

The mission of this Charter School is to provide their students with a classical academic education coupled with sound character development. The school is a focused, purposeful organization whose activities are undergirded by the school's "four pillars": parental involvement, core knowledge, community service and character development. The approach to character education, inspired by the school's namesake, Benjamin Franklin, is to encourage students to strive toward virtue daily. Students learn about and receive recognition for demonstrations of such virtues as honesty, discipline, compassion, frugality, industry, moderation, and humility. The school's performance over the initial term of its charter was recently reviewed by the Board of Education and the school was awarded a second, five-year charter.

RECOMMENDATION THREE: The Executive Office of Public Safety Programs Division should implement the *Life Skills Training Program*. This model program, currently operating in schools across the nation, is a drug use prevention program that provides general life skills training and social resistance skills training to junior high/middle school students (*Appendix F*). The three basic components of the program include (1) Personal Self-Management Skills (e.g., decision-making and problem-solving); (2) Social Skills (e.g., communication and general social skills); and (3) Drug-Related Information and Skills training is designed to impact on knowledge and attitudes concerning drug use (e.g. skills for resisting drug use influences from the media and peers). Programs Division has currently applied for technical assistance for this program.

RECOMMENDATION FOUR: School districts should maximize the use of alternative classrooms and schools for those students who are disruptive or have behavioral problems that interfere with the education process. Specific intervention, curriculum, and programming must be established to address and support their individual needs.

There are some students whose behavior may merit a removal from the mainstream school population but not necessarily a complete expulsion from the school district. For these students, an alternative school setting is appropriate. Many school districts have established an alternative school program to address the needs of these students. It is not simply large urban districts that have begun to address the issue of alternative schools as rural and suburban school districts have developed innovative responses. Finally, in other states, charter schools have been employed a one way to address the need for alternative settings for students who are inappropriate for the mainstream school setting. Although no charter school is currently targeting disruptive students, there are some, such as the Champion Charter School which is a Horace Mann Charter School, which does focus on students who have been unsuccessful in the mainstream school program.

EXAMPLE: Project COFFEE, Oxford School District, Oxford, MA

Project COFFEE (Co-operative Federation for Educational Experiences) is an alternative occupational educational program designed to meet the academic, occupational, social/emotional, and employability needs of at-risk high school students in Central Massachusetts. The program's approach is to balance cognitive achievement, skills acquisition, and occupational education with the provision of services to meet students' needs. Founded in 1979, the program currently enrolls approximately 70 students from 21 school districts. By using small class sizes, hands-on learning, a strong guidance/counseling component and individual instruction, Project COFFEE has been cited as a national model for alternative schools.

EXAMPLE: Bridgewater-Raynham RSD alternative school, Bridgewater, MA

In 1997-98, the leadership in the Bridgewater-Raynham Regional School District recognized that there were students who were simply inappropriate for the mainstream secondary school program. As a result, the school officials, in association with the Bridgewater Police Department and Brockton Juvenile Court Probation, selected at-risk youth to participate in an alternative high school. The targeted youth were high school age with a history of failure and school disassociation. Along with academic programs such as math, science, English, and social studies, assistance was provided in stress management, self-esteem building, career development, and substance abuse-life skills counseling.

EXAMPLE: Champion Charter School, Brockton, MA

The Champion Charter School is a Horace Mann Charter School located in Brockton. Its mission is to create a learning environment that will support the unique needs of high school aged out-of-school youth by integrating innovative and flexible school-to-career teaching methodologies that stress academic achievement.

RECOMMENDATION FIVE: The Department of Public Health and the Department of Education should assist schools in implementing violence prevention curricula. DPH and DOE have an excellent track record of working together and using the Prevention Center system for consultation to schools. The Department of Public Health in conjunction with the Department of Education shall

- Review available curricula on violence prevention and school-based strategies for violence prevention in schools.
- Develop a kit of tools for schools (e.g. program strategies and curricula materials).
- Disseminate the kit of tools to all school systems.
- Assure materials are available in all state prevention centers.
- Design a plan for technical assistance and consultation to schools on violence prevention.

RECOMMENDATION SIX: Schools, with assistance from the Department of Education, the Department of Public Health, and the Department of Mental Health, should educate parents about the early warning signs of potentially violent youth. This type of education need not be constrained to a classroom setting, and may consist solely of parents educating themselves of their own child's behavior. Parents need to be cognizant of their children's behavior, interests, peers, and whether they are exhibiting anti-social behavior or early warning signs for delinquent or violent behavior. Parental involvement in the lives of their children should be actively encouraged and every attempt must be made to support, inform, and encourage them to participate in this effort. We recommend that parents play an instrumental role in the suggested school safety committees. Other adults from the community can also become involved with community youth by serving as mentors at schools and youth service agencies.

RECOMMENDATION SEVEN: The Departments of Education, Public Health and Public Safety establish a series of regional forums to provide technical assistance to school districts, communities, and parents to plan for safer schools.

The Massachusetts State Police P.E.A.T. program and the Massachusetts Emergency Management Agency Multi-Hazard School Training Project should be used to train school personnel, including administrators, teachers, and counselors, on how to respond to violent youth. The Department of Mental Health would be responsible for training personnel to *identify* early warning signs of at-risk youth. In addition, the procedures for appropriately communicating information regarding potentially violent youth must be clearly delineated for school personnel.

Through the P.E.A.T. program, State Police officers train educators in prevention as well as developing an effective response program. This could be supplemented with the Massachusetts Emergency Management's *Multi-Hazard School Safety Plan*, which includes response training not only for school violence incident management, but hazardous accidents, terrorism, or natural disasters. Educating school officials on how to respond is critical because time may lapse before law enforcement is even called to a scene.

STUDENTS

[At a forum on school safety held in the Minnechaug Regional High School of the Hampden Wilbraham Regional School District], Student Council member Cassandra Welch received a rousing ovation when she cautioned adults from overreacting and making school "feel like a prison." "200 attend forum on safe schools", *Springfield Union News*, May 19, 1999

As much as there is a fundamental right to a safe school, there is also an equally fundamental responsibility to assist in the solution for safer schools. Secondary students should be active participants in the development of safe school agenda as well as independent self-directed initiatives. Student leaders in both co-curricular and extra-curricular activities should take on the responsibility for helping provide for an atmosphere of tolerance of all students as well as encouraging communication between students and school officials about issues or threats. Students may establish leadership councils or groups such as Students Against Violence Everywhere (S.A.V.E.) which will work to effect a safer school environment.

PARENTS

“[I]t’s your responsibility, not just to put your child in a school, but to place your child in a school you believe works for them. That is your responsibility. That’s not just good parenting, that’s your job.” *Lisa Graham Keegan, Arizona Superintendent of Public Instruction*

Parents are the first educators. From an early age, children understand appropriate conduct as it is defined by their parent’s behavior. Further, parents are the first line in any accountability system. They must ask questions and get involved with the solutions. Some suggestions for parents:

- Parents need to talk to their children about their problems, fears, and concerns. The children need to be taken seriously and given support.
- Parents need to be supervise their children. They need to know where the children are and what they are doing.
- The schools and the community needs the support of parents. Parents should attend forums which seek to solve the issue of violence among young people. Further, parents need to support the schools and community as they implement strategies.
- Parents need to lock up their guns and ammunition. They also need to talk about gun violence with their children.
- Parents need to limit their children’s exposure to media violence as a form of entertainment, particularly computer games which glorify violence. Parents nee to discuss with their children how media violence desensitizes one to violence and portrays violence unrealistically as a glamorous and effective solution to problems.
- Parents need to monitor their children’s activities on the Internet. Software is available which will block access to hate sites, sites which provide information about bombs or other inappropriate sites.
- Parents need to educate their children in moral values and principles, including personal responsibility and tolerance.
- When in doubt about their child’s behavior, parents should be encouraged to consult with school, community or health professionals (see Appendix G for *Questions For Parents To Ask of Their School Officials*) .

SMALLER SCHOOLS

While schools may engage in a series of strategies to ensure that there is more contact between a teacher or staff person with a school (e.g. “schools within schools” and smaller classes), the research is clearly persuasive that a smaller school is more effective educationally and safer. At this point, the Department of Education provides little guidance and no incentive to address the research on this matter. However, communities planning for new schools should be aware of the fact that larger secondary schools bring a greater number of behavioral problems and offer fewer opportunities for involvement and leadership than smaller schools. It is a matter that should be reviewed for further action.

PREVENTION

“An ounce of prevention is worth a pound of cure.”

Author Unknown

SUMMARY

Schools must be able to identify students who present a risk of serious anti-social behavior and intervene with those students to minimize any risk they may present. To do this, schools will need more information than what is currently available to them. At the present time, many schools are unable to obtain critical information from state agencies and courts regarding students about whom they are concerned. This lack of information inhibits a school's ability to act in a timely or effective manner in either addressing the student's issues or taking steps to protect the safety of others in the school building. Without the ability to work in concert with law enforcement officials, court personnel, social workers, mental health professionals, parents and community organizations, school officials will lack the expertise and resources needed in response to at-risk students. This collaboration is vital to identifying at-risk youth before a proclivity for violence develops. To accomplish this goal, we recommend the following:

COMMUNITY-BASED JUSTICE

In an outside section of the FY 1994 state budget, then-Lt. Governor Cellucci and former Governor Weld authorized district attorneys to develop Community-Based Justice forums (CBJ) across the Commonwealth. CBJ is a network of local task forces that meet regularly in each county to identify and share information about high-risk youth whose behavior poses a threat to their schools, neighborhoods, and communities. However, the panels are currently operating only on a countywide basis and not every area actually utilizes the model. By implementing it at the school level and doing so in more locations, the chances of successful intervention are much greater.

The task forces are comprised of community leaders, school officials, police, prosecutors, probation officers, correction officials, and social service professionals. The mission of CBJ is to work proactively, collectively, and consistently with all school representatives, law enforcement, state social service agencies, human health resources, and community leaders to promote public safety and social responsibility among youth.

RECOMMENDATION ONE: The Community-based justice roundtable model should be enhanced and maximized in school districts across the Commonwealth to address issues presented by at-risk youth. Under this model, the state should:

- Standardize statewide implementation of the Community-based justice model.
- Identify two Community-based justice programs to pilot the development and implementation of training programs. Through this pilot program, schools will be provided with information regarding risk factors and violent behavior.
- The Community-based justice collaborative will be responsible for assessing the risk a student may present, and identifying appropriate services in order to address the behavior.

One major goal of the CBJ panel is to immediately identify young people whose behavior is disruptive to other students or impedes his or her own ability to constructively participate in the educational process. The benefits of enhanced communication and information sharing across agency lines will result in early identification and intervention for kids in crisis or at-risk for violent behavior. Early intervention is the panacea for averting tragedy. In addition, such a collaborative effort would clearly be an improved utilization of existing resources. It will foster a greater sense of trust and cooperation between schools and state agencies and will hopefully serve to identify and eliminate institutional barriers and existing gaps in service.

Confidentiality issues prohibit the CBJ panel from discussing specific information about youths. The passage of Senate Bill 745 currently before the legislature, is essential to maximize the effectiveness of the Community-based Justice model (*Appendix H*). This bill, commonly referred to as the “information sharing bill”, seeks to enhance interagency communication in criminal proceedings regarding juvenile and youthful offenders. If passed, it would greatly assist the community-based juvenile justice programs by specifically authorizing the exchange of information concerning juvenile court records, investigations, court proceedings, as well as care, custody and education, and treatment plans for juveniles, among the various agencies and representatives participating in the program. Additionally, the proposed legislation would mandate that the probation department notify the superintendents and school principals of the arraignment or disposition of any criminal or delinquency proceeding involving a student within their district. School officials need access to court information and social service agencies’ records in order to respond to public safety concerns in their schools.

Improving the Learning Environment

To prevent school violence, it is necessary to initiate and maintain partnerships between the school system, criminal justice, social service agencies, and the community. In essence, the community as a whole must organize and take ownership of violence in their schools. Working together, community stakeholders, schools, youth, parents, media, and law enforcement, can promote a safer place for learning. One way to mobilize the community is to create a school safety committee that would to identify impediments to safe schools and strive to accomplish goals that will reduce any existing problems. Members of the safety committee should include parents, teachers, students, administrators, local law enforcement, and school nurses. The Commission recommends the following to help improve the learning environment:

RECOMMENDATION TWO: The Department of Public Health and the Department of Education should develop training curricula to assist schools in establishing school safety committees and developing protocol to prevent and respond to violent incidents including:

- Creating a safe school building
- Increasing surveillance and supervision around the school
- Keeping weapons out of school
- Responding to a violent incident
- Procedures for stopping a fight
- Aiding victim recovery
- Reporting violent incidents to police and DOE

Research has shown that changes in the physical environment can serve to reduce crime in public places. School safety committees can also apply this theory by implementing various physical measures, such as maintaining a clean, neat internal and external appearance and improving lighting on school grounds. Schools can also implement a visitor sign-in policy, thereby deterring unwanted visitors and providing a means for tracking potential troublemakers. Mandating a closed campus policy (e.g., one entrance and exit during school hours, not permitting students to leave school grounds for lunch) is another option for controlling the physical environment of a school. Campus grounds patrol or law enforcement presence can also serve as a deterrent to potential violence.

RECOMMENDATION THREE: The Commonwealth’s schools should conduct annual school safety assessments. National research suggests, that at a minimum, school policies should be evaluated and revised accordingly on an annual basis to best reflect changes in student populations and contributing social factors. Additionally, schools can administer safety surveys to parents, teachers and/or students to determine impediments to safety and identify possible solutions. It could also be the role of the school safety committee to survey the physical environment by identifying where incidents occur and creating physical solutions to prevent future incidents.

RECOMMENDATION FOUR: A zero-tolerance stance to violence, harassment, hate-crimes, firearms, drugs and alcohol should be emphasized and conveyed in all communications to students. A detailed anti-harassment policy should be incorporated into student handbooks (*see Appendix I for a Model Civil rights and Safety Policy*). Student handbooks are required in every school district under M.G.L. Ch. 71 s.37H. To best communicate these policies to students, the handbook should be reviewed both in the school setting and at home, requiring both students and parents to sign a form stating that they have read the document. Training of faculty should be undertaken once the anti-harassment policy is added to the student handbook. The inability to tolerate differences is often the origin of youth violence. Creating an environment that encourages diversity among students is an important component to improving the overall quality of the learning environment.

RECOMMENDATION FIVE: The Executive Office of Public Safety Programs Division should implement the *Bullying Prevention Program*, a model program in violence prevention which aims to reduce victim/bully problems among primary and secondary school children by developing clear rules against this type of behavior (*Appendix J*). Intervention occurs at the school, classroom, and individual level, with active involvement by both teachers and parents. It aims to improve peer relations to make schools a safe and pleasant place. This program has demonstrated an improvement in school climate and a decrease in antisocial behavior, such as theft, vandalism, and truancy.

The most effective way of blocking what the American Psychological Association calls the “trajectory of violence” is to start when children are young. Research shows that bullies are insensitive to their victims, have average or good self-esteem and take a relatively positive view of their violent ways. The start to safer schools begins in the pre-school and elementary grades and providing a “bully-free” school experience.

EXAMPLE: Bullying: Springfield School District

Springfield has developed a program which addresses bullying in the elementary schools in Springfield. Working closely with area experts, Springfield piloted the program in several schools this year and found the experience to be very positive.

Social factors can often play a role in the level of violence experienced in a school. Schools need to foster a friendly, non-threatening environment that is conducive to learning. It is crucial to have schools free from bullying and peer pressure, while at the same time, encouraging respect and understanding among students.

RECOMMENDATION SIX: Law enforcement presence on school grounds should be increased. In Massachusetts, community policing funds can be utilized to support school resource officers. In fact, during Fiscal Year 1998, 260 Massachusetts police officers served as resource officers in schools across the Commonwealth. Police agencies should be encouraged to utilize these funds to build and strengthen relationships with youth. The state-funded D.A.R.E. program also increases police visibility in schools across the Commonwealth. During FY98, 505 officers administered the Core D.A.R.E. curriculum to over 92,000 5th and 6th grade students. Furthermore, during the 1998 grant period, over 36,300 junior high school and 21,200 high school students received D.A.R.E. instruction related to violence prevention and drug-free practices.

RECOMMENDATION SEVEN: Implementation of *school uniforms* should be considered in public schools across Massachusetts, as research shows a uniform dress code improves the learning environment and impacts student performance.

There has been a fair amount of discussion about school uniforms as a tool to promote safer school environments. One of the chief benefits of school uniforms, say proponents, is that they make schools safer. Uniforms are said to reduce gang influence, minimize violence by reducing some sources of conflict, and help to identify trespassers. Parents benefit because they are no longer pressured to buy the latest fashions, and they spend less on their children’s clothing. Uniforms are also claimed to help erase cultural and economic differences among students, set a tone for serious study, facilitate school pride, and improve attendance. Further, proponents

also say uniforms enhance students' self-concepts, classroom behavior, and academic performance.

Most preliminary findings come from the Long Beach (California) Unified School District, the first U.S. public school system to require uniforms for elementary and middle school students. Before implementing its policy in September 1994, the school district required approval from two-thirds of the parents.

The Long Beach Superintendent has reported that during the first year suspensions decreased by 32 percent, school crime by 36 percent, fighting by 51 percent, and vandalism by 18 percent. At an elementary school, attendance rates have risen each year since the policy went into effect, reaching a high of 96 percent. More recent information is available from the school district's web site.

EXAMPLE: The James Timilty Middle School, Boston Public School District

For several years, the Timilty Middle School in Boston has employed school uniforms as one of the tools to create and foster a sense of school identity and community. In an article in the Boston Globe, Roger Harris, then principal of the Timilty said, "We see a difference in attitude. People act better when they're dressed up. It limits petty competition, and it changes the perception people have of our students on the streets. They're seen as students, not gang members." Other school officials noted that the uniform policy convey "a sense of pride, a sense of purpose." Timilty Middle School's achievement as a successful urban middle school has earned itself recognition as one the nation's Blue Ribbon Schools by the U.S. Department of Education.

EXAMPLE: Lowell Public School District

This spring, the Lowell School Committee voted to require school uniforms for students in elementary grades with uniforms required for middle school students in the fall of 2000.

RECOMMENDATION EIGHT: The Department of Education together with the District Attorneys and school superintendents, principals and others should produce a simple guide for school officials about the law on searches and seizures and other school safety issues to give greater guidance to school personnel. Additional security measures should be addressed at the local level, with technical assistance by the Department of Education. The Department of Education should conduct workshops to assist in the training of school administrators on these issues.

As noted earlier in the report, more than 20,000 Massachusetts secondary students report bringing weapons into schools. However, less than 2% of that figure have been detected carrying weapons with the result being suspension or expulsion. There are a variety of strategies which schools have employed to address the issue of concealed weapons. A requirement of clear or mesh book bags, alterations to the physical plant which would limit access to weapons concealed on school grounds and other such policies have been developed to limit the availability to and the concealment of weapons. Larger schools require identification badges on students and staff. Other changes such as better locks on doors would serve to deter others from entering the school and causing harm.

EXAMPLE: Clear book bags, Holyoke Public School District

Beginning in the fall of 1999, secondary students in Holyoke will have to use clear plastic bags to carry the books and other school supplies to school. This change was the result of a new school safety plan developed over the past several months.

Although the issue of metal detectors is one which is a difficult one for many school districts, some have decided that caution is the best policy. In Kansas City, Mo., the district installed metal detectors several years ago and has not had one shooting or knifing in seven years. Here in Massachusetts, the South Hadley school committee recently addressed this issue.

EXAMPLE: Metal detectors, South Hadley Public School District

In response to parents' concerns about safety, the school district purchased two hand-held metal detectors. Like many school districts in Massachusetts, South Hadley had several incidents involving threats last spring. In addition to upgrading the security involved with access to the building, the district purchased the metal detectors as part of their overall strategy to reduce the threat of harm within the district. As reported in the *Daily Hampshire Gazette*, school committee chairman Henry Lukashik said "None of us find this particularly pleasant . . . I believe that our schools are safe but that doesn't mean that we will let one single threat go unnoticed."

IDENTIFYING CHILDREN WITH BEHAVIORAL ISSUES

RECOMMENDATION NINE: The Department of Mental Health should develop a train-the-trainer program that would instruct key school personnel to identify and respond to children with behavioral issues. Specifically, the program should:

- Identify high-risk children and intervene before they act out.
- Understand psychiatric disturbances and how they are manifested in children (including an overview of psychopharmacology symptoms, side effects).
- Learn of local services available for kids with mental health issues and their families and how to access these services.
- Employ behavior management strategies for disruptive kids.
- Improve education outcomes for special education children.
- Understand trauma and its impact in the classroom.
- Work with parents regarding their child's mental health.

Schools need assistance identifying children who have behavioral issues to ensure that these children and their families have access to appropriate services. To be successful, the state should encourage and foster collaboration between the Department of Mental Health and local schools, perhaps utilizing school nurses as a key point of contact. DMH has indicated that they could begin to work with schools to incorporate the concept in pre-school training. The Commissioner of Mental Health has already begun meeting with school superintendents on this issue.

ANONYMOUS STUDENT HOTLINE

RECOMMENDATION TEN: There should be implementation of a statewide safe schools *hotline*, as peers are often the group most likely to know in advance about potential school violence. The Executive Office of Public Safety has been in contact with the Massachusetts State Police, the Massachusetts Chiefs of Police Association, and Bell Atlantic regarding implementation and operation of the hotline. The State Police have agreed to absorb the costs associated with the hotline. Bell Atlantic has made available 1-888-SAFE-MAS(S) as the statewide phone number. The State Police would not be the responding law enforcement agency, but would act as a conduit, immediately transmitting calls to the dispatcher in the locality of origin.

The purpose of a hotline would be to provide a communication channel for students to report information about suspicious behavior, threats, the existence of weapons on school grounds, or any other information that, if reported, could prevent violent activities on school grounds. A hotline can be effectively executed if anonymity is assured, alleviating a caller's fear of retaliation, embarrassment, and other negative peer pressures. Hotline calls would need to be received, tracked, and responded to by highly trained individuals. In Memphis, Tennessee, a hotline was established for students to call anonymously with information pertaining to any classmate who brings a weapon to school. At the time of the call, students are provided with a secret code number that they can use to confidentially retrieve follow-up information on their initial report.

CRITICAL INCIDENT RESPONSE AND MANAGEMENT

“When the time to respond arrives, the time to prepare has passed.”

Author Unknown

SUMMARY

During the past three years, there have been numerous episodes of violence on school grounds. Several of these incidents have resulted in large numbers of casualties. There has been one consistent finding after each of the recent episodes of school violence, and that is, most of the victims who were evacuated from the scene survived their injuries. The implication is clear - in all of these events, the greatest opportunity to save lives lies in the swift, efficient response and management of the situation.

There exists in Massachusetts the need for a controlled, coordinated response plan, to be followed by all responding agencies. An established school safety campaign would educate the public, students, school personnel, and parents concerning the measures in place to ensure school safety both preventively and in an emergency response situation. Massachusetts can learn from the successes and failures of other communities, and apply those lessons here.

All recommendations for responding to school violence incidents stress preparation. Proper planning is key when responding to and containing an emergency situation. Schools can never be too prepared. Every possible situation must be considered and ideas for effective response must be brainstormed. If a school tragedy does arise, an effective, coordinated emergency response is imperative in order to minimize the injuries. Such a plan requires the knowledge of all parties involved regarding the various safety and response resources available at the time of an incident. The following recommendations should be considered to accomplish these goals:

RECOMMENDATION ONE: The Executive Office of Public Safety should work with State and local police to develop and promulgate a comprehensive set of guidelines for emergency response that provide basic, customizable plans for responding to critical incidents. It should be inclusive, with sections for every responder, including:

- Police/fire/emergency medical services/emergency management
- Chief Medical Examiner
- District Attorneys
- Media
- Counseling
- Families
- School personnel

In addition, an “Emergency Responder’s Toolkit” should be developed and distributed to each locality. This package should contain items essential to law enforcement responders and will be stored at a central location of the local police headquarters. The “toolkit” will include, among other items:

- Polaroid camera/film
- Batteries
- Blueprints of each school in the city/town
- Important phone numbers

RECOMMENDATION TWO: While a journey of a thousand miles begins with the first step, such a journey should also begin with a map. For the purposes of school safety, every school district and each school should assemble an array of school and community leaders together with parents, staff and students to assess and address the issues of deterring and diminishing youth violence in the schools and neighborhoods. The School Safety Committee may organize itself into sub-committees in order to facilitate the development of plans. These meetings should result in a Community-wide plan which will address several topics: prevention from both programmatic and management perspectives as well as the response to incidents (*see Appendix K for Questions which might be used to facilitate the early conversations of the School Safety Committee*).

School Safety Committees should include representatives from law enforcement, the student body, school personnel, parents, clergy, community members, emergency services, and the media. The Team focus should be on prevention, preparation, response management, and resolution of emergency situations.

- Law enforcement needs to work closely with school officials in devising emergency communications (e.g., special telephone numbers and radio channels) as well as other disaster responses.
- All emergency plans must be kept on record and periodically reviewed for possible improvements.
- A mutual understanding with the media must be attained so the appropriate and correct information is disseminated in the event of a crisis.

In addition, the School Safety Committees should develop and distribute a written safety plan to be employed by school systems in the event of a crisis (*Appendix L*). The purpose of these safety plans would be to reduce the exposure to mass casualties in the event of an episode of violence on school grounds. Once the plan has been established, the work of the Committee is not over. The Committee should be reconvened periodically in order to re-affirm the plan or adapt the plan to new information or circumstances.

An example of some of these measures include:

- Fire alarm/sprinkler cutoff switches.
- Central power cut-off switches for computer labs, and other brightly-lit rooms.
- Development of “code word” systems, to discreetly alert teachers of incidents and evacuation procedures.

EXAMPLE: Springfield Safe Schools Task Force, Springfield, MA

In October, 1998, a 26 member task force was convened by the school committee which was made up of city officials, private citizens, business leaders, the local media and representatives from social service agencies. They worked for several months holding public hearings to discuss the issues of safe schools in Springfield. The task force was broadened to include non-school officials or personnel in order to bring new perspectives to the issue.

In August of 1999, the group issued a forty-six page report with 31 points for improvement. Among its recommendations, the task force called for:

- Training all school department personnel to recognize early warning signs of potentially violent students;
- Establishing a new database to identify trends in behaviors and schools;
- Establishing a new “incident report” which would be used with the new database;
- Strengthening the link between the schools and community agencies;
- Increasing the frequency of random searches in the schools;
- Improving the physical plant including locks and other security devices; and
- Contracting for an independent “safe school” audit.

RECOMMENDATION THREE: A Memorandum of Understanding should be developed between local police departments and the media. There currently exists such an agreement between the Massachusetts State Police and the media regarding coverage of a hostage incident (*Appendix M*). The goal would be statewide implementation of a similar document. The media would guarantee to conduct themselves with restraint, by not broadcasting any information unless it is provided to the pool reporter. In return, police would provide a media representative with regular updates and information, as well as interviews with officials.

The recent episodes of school violence, as well as local incidents, have highlighted this problem. Specifically, the 1998 Paul Hardy hostage incident in Salem, clearly demonstrates the need for a definitive media/law enforcement agreement. This particular situation involved an off-duty correction officer who was held hostage in his own home, along with his two children. While inside the house, the perpetrator was able to watch the television news coverage of the entire situation, including live footage of law enforcement responders advancing on the outside of the house. Actions of media personnel at the scene of a school emergency have grown increasingly reckless. If left unchecked, there is the potential to endanger the lives of both victims and law enforcement personnel.

THREATS

Not all school incidents rise to the level of a crisis, and they often originate as a threat. Specifically, the issue of threats pose a substantial challenge to schools. Following the incident at Columbine, a ripple of copy-cat threats, often imaginary, passed through school districts in the Commonwealth. Many districts were caught off-guard by a lack of an appropriate protocol to the issues. It is important for school districts to prepare and codify policies to deal with such situations (*see Appendix N for Worcester School District's Threat Protocol*).

Threats should be taken very seriously and be reported to police immediately. Students and school faculty should be advised of the necessity to take every threat seriously and report it to the proper authorities. While the role of school personnel should never shift from that of an educator to law enforcer, faculty should be cognizant of early warning signs redictive of violent behavior, and instructed that any warning signs should be addressed immediately.

PROPOSED SAFE SCHOOLS LEGISLATION

SUMMARY

In addition to statutorily requiring any of the above recommendations, we have reviewed other proposals that would probably require filing legislation. These suggestions include mandatory reporting any crimes committed on school grounds to the Commissioner of the Department of Education; enacting stringent criminal penalties for violent crimes committed against school personnel; and stricter penalties for violent crimes committed on school grounds.

RECOMMENDATION ONE: School officials should be required to report any crimes committed on school property, or at any school-sponsored event, to the Commissioner of the Department of Education, on a biannual basis.

As noted above, there is a lack of incident-based data on student behavior and crimes committed in Massachusetts schools. There are currently only a few mechanisms for obtaining limited information about the school environment in Massachusetts. The Department of Education distributed the *Federal Drug-Free and Safe School Act Survey* to school districts in 1998 and 1999. Although not required by law, failure to report will result in the loss of Safe Schools and Drug-free money from the federal government. Despite the fact that 95% of school districts are eligible for this federal money and many schools do respond, underreporting is a serious problem and the accuracy of this data is questionable. Student Exclusion Reports are also collected as part of school districts end of the year report, as required under M.G.L. Ch. 71 s.371/2h and the Federal Gun-Free Schools Act. But this information is limited to expulsions based on gun possession.

The last source of data the state has collected is from the Massachusetts Youth Risk Behavior Survey, which is a purely random sample of students' attitudes and behaviors. Only a very small percentage of the student population is voluntarily surveyed. Thus the information gathered from this study is based on self-reported information and lacks statistical significance.

There is a need to collect and refine baseline data on incidence of youth violence in Massachusetts. Mandatory reporting would start an accumulation of much needed statistics in Massachusetts by tracking and monitoring violent crimes committed on school grounds. However, the reality is that even requiring school districts to report crimes and violent incidents does not ensure that the information provided is accurate. Many schools are extremely reluctant to report any incident that would reflect poorly on their institution. Schools and communities must be encouraged to take ownership of youth development. The need to prevent violence and to have a database of reliable statistics far outweighs the fear of a lowered public perception.

Governor Cellucci has already filed a bill to require schools to report sexual assaults and weapon-related crimes committed on school property; this could be an expansion of that legislation. The data obtained as a result of mandatory reporting would enable community-based and statewide statistical analysis to be conducted, which is critical to identifying the scope of school violence in Massachusetts.

RECOMMENDATION TWO: Enhanced criminal penalties for any violent crimes committed on school property, thereby creating a *Violence-Free School Zone*. Similar to the Drug Free School Zone law, M.G.L. 94C, s.32A, violent offenses will be treated more seriously when perpetrated on school grounds. Parents should be able to send their children to school with the expectation that they are in a safe learning environment. It is important to send the message that there will be zero tolerance for violence.

In addition to the above legislative recommendations, the Council has compiled a lengthy report on youth violence legislation filed between 1996-1998 by the Massachusetts General Court and sample legislation from other states. This report is readily available at the Executive Office of Public Safety.

LONG-TERM GOALS OF THE COUNCIL

Because the Council's work is an ongoing effort, it has highlighted a few long-range objectives. Some of these goals include:

- Establishing a Youth Violence Web page. This site would serve as a resource for educators, parents, and students, providing information on what Massachusetts has to offer in the way of youth violence prevention and response.
- Reconstituting the Council to reflect a better composition of interested parties, including a teacher, high school principal, and a student. We would also like to include more geographically diverse members, as many of the school tragedies have occurred in rural settings. The majority of the Council members represent urban areas.
- Somewhat related to focus groups is the possibility of conducting regional forums, perhaps sometime in the late fall of 1999. Not only would student input be sought, but parents, teachers, and local officials would also be targeted. Ideally, these would be conducted in five geographically diverse areas across the state.

CONCLUSION

The problem of youth violence is multidimensional and requires an integrated approach. Quality education in Massachusetts is the cornerstone for future success in all realms of society. Parents, teachers, students, community and state leaders, must bear some of the responsibility in turning our schools back to a safe, fearless, environment. Although there is no guarantee that somewhere, sometime, the Commonwealth will not have a tragedy similar to Littleton, Colorado, we can certainly take steps to minimize the chances and maximize our response as a state if it does occur.

The role of parents in this process, cannot be overestimated. Indeed, this is a point that was raised by students themselves in the aftermath of the Columbine shootings. Students have said time and time again, in numerous surveys and focus groups, that the people they turn to most for direction is their own parents. Parents, by becoming involved in their children's lives and well being, are uniquely positioned to recognize many of the early warning signs of potentially destructive behavior. Parents play a key role in any violence prevention effort, and every attempt must be made to support, inform, and encourage them to participate in this effort.

This report has presented a range of violence prevention and reduction strategies being implemented in local communities across the State that can serve as models for other communities. Multiple efforts are underway across the state to address youth violence, but they are uncoordinated. Because many city and statewide initiatives have developed out of diverse sectors of the community and are often synthesized from isolated projects, gaps exist that need to be identified. The next steps in any school violence reduction strategy should be to facilitate interagency coordination at the State and community levels and evaluate the need for technical assistance and funding support. Initiatives need to focus on developing partnerships and a coordinated approach.

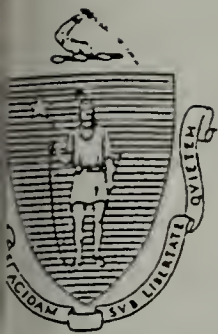
There is no single answer for combating violence in schools. Preventative and intervention strategies should be accomplished by a broad coalition of concerned individuals and community partnerships. Cooperation among parents, law enforcement, public health, families, educators, legislators, criminologists, community-based organizations, and community members is needed to make schools safer places for learning. These recommendations are but one step in a continuing effort to ensure the safety of every child, educator, and staff person in our schools.



APPENDICES

- A. Executive Order creating Governor's Advisory Council on Youth Violence.
- B. *School Violence Prevention Program Proposal*, Executive Office of Public Safety, Programs Division.
- C. Massachusetts School Related Deaths, 1993-present.
- D. Drug Strategies, *Effective Violence Prevention Programs*.
- E. *High Standards for Students in Both Academic and Behaviors*.
- F. *Life Skills Training*, Blueprint Fact Sheet, Center for the Study and Prevention of Violence.
- G. Questions for Parents to Ask of Their School Officials.
- H. Senate Bill 749, *An Act To Enhance Inter-Agency Communication in Criminal Proceedings Regarding Juvenile and Youthful Offenders*.
- I. *Model Civil Rights and Safety Policy*, Governor's Task Force on Hate Crimes.
- J. *Bullying Prevention Program*, Blueprint Fact Sheet, Center for the Study and Prevention of Violence.
- K. Questions To Facilitate School Safety Committee Discussions.
- L. School Emergencies Community Pre-Planning Guide.
- M. Memorandum of Understanding, Massachusetts State Police and Boston area television stations.
- N. Worcester School District's Threat Protocol.

APPENDIX A



THE COMMONWEALTH OF MASSACHUSETTS

EXECUTIVE DEPARTMENT

STATE HOUSE • BOSTON 02133

(617) 727-3600

AR GEO PAUL CELLUCCI
GOVERNOR

By His Excellency

AR GEO PAUL CELLUCCI
GOVERNOR

EXECUTIVE ORDER NO. 406

COUNCIL ON YOUTH VIOLENCE

WHEREAS, ensuring the safety of children, families, neighborhoods and schools is a paramount goal in the Commonwealth; and

WHEREAS, a school that is unsafe does not provide a learning environment conducive to achieving high standards; and

WHEREAS, about five percent of our secondary students report that they miss school time due to fears for their safety; and

WHEREAS, the tragic, violent events occurring in schools across our nation during the past year raise new questions about the safety of students, educators and staff at our schools in the Commonwealth;

NOW, THEREFORE, I, Argeo Paul Cellucci, Governor of the Commonwealth of Massachusetts, by virtue of the authority vested in me as Supreme Executive Magistrate, do hereby order as follows:

Section 1. There is hereby established an inter-agency task force, to be called the Governor's Council On Youth Violence ("the Council"), to review and report on problems of violence in schools throughout the Commonwealth and to recommend practices, policies and programs necessary to ensure safe schools.

Section 2. The Council shall consist of the Secretary of the Executive Office of Public Safety or his designee, who shall serve as chairperson, and eleven other members as follows. The Secretary of the Executive Office of Health and Human Services, the Commissioner of the Department of Public Health, the Commissioner of the Department of Social Services, the Commissioner of the Department of Youth Services, and the Commissioner of Education (or their designees) shall serve ex officio. The remaining members of the Council shall be appointed by the Governor and shall include two district attorneys, a police chief, a mayor, a superintendent of a public school system, and a principal of a secondary school. The appointed members shall serve for renewable one year terms, at the pleasure of the Governor.

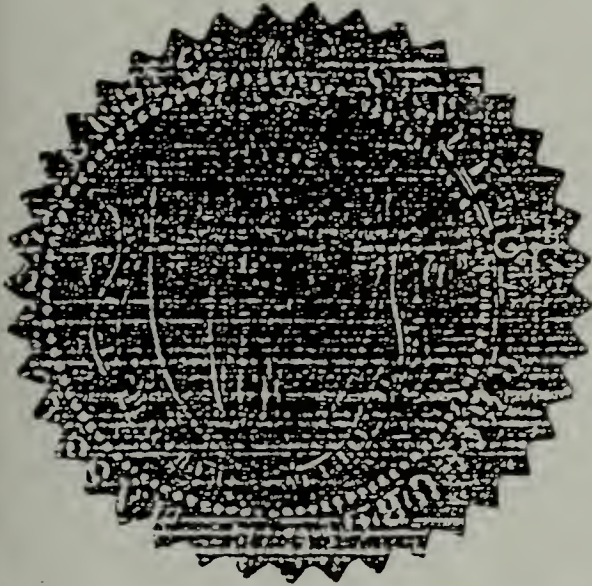
The Council shall adopt such guidelines and procedures as are appropriate for the effective performance of its duties. Any procedural issues that may arise during a Council meeting shall be resolved by reference to Robert's Rules of Order. The Council shall meet as often as necessary to receive reports and issue recommendations. The Council may also conduct regional forums or statewide conferences on school safety as it considers appropriate.

Section 3. The Secretary of the Executive Office of Health and Human Services and the Secretary of the Executive Office of Public Safety shall provide such staff as the Council deems necessary. The Council may obtain staff or technical assistance from the Department of Youth Services, the Department of Education and any other executive office, agency or department.

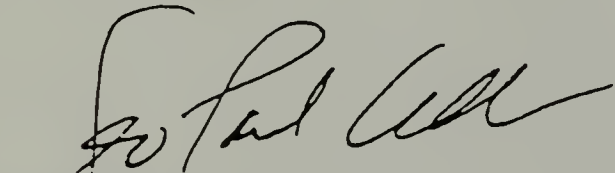
Section 4. The Council shall have the following duties and responsibilities:

- a. Develop the protocols for school districts to address disruptive or threatening activities in a school;
- b. Review and make recommendations concerning plans developed by education officials, public safety officials, and medical professionals to respond to instances of school violence;
- c. Review and make recommendations concerning the availability of alternative schools for chronically disruptive or dangerous students;
- d. Analyze municipal, school and state expenditures on school safety to determine whether other allocations are necessary and appropriate;
- e. Coordinate with national efforts to identify and address instances of youth violence; and

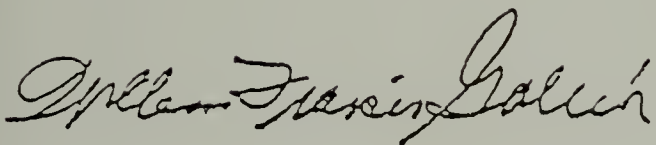
- f. Prepare and submit annual reports of the Council's findings and plans for the further development of policies and programs to ensure safe schools.



Given at the Executive Chamber in
Boston this 30th day of July in the
year one thousand nine hundred and
ninety-eight.



Argeo Paul Cellucci
Governor



William Francis Galvin
Secretary of State

GOD SAVE THE COMMONWEALTH OF MASSACHUSETTS

APPENDIX B

NAME OF STATE: MASSACHUSETTS

PROGRAM TITLE: SCHOOL VIOLENCE PREVENTION PROGRAM

AUTHORIZED PURPOSE AREA: 16

PROBLEM STATEMENT

According to the recent report, *Indicators of School Crime and Safety, 1998*, by the Departments of Justice and Education, in 1996, students ages 12-18 were victims of approximately 255,000 incidents of non-fatal serious violent crime at school. Over the past 12 years, the percentage of 12th graders who have been threatened with injury (with or without a weapon) has slightly increased, while 12th graders who have been injured at school has remain relatively the same. In 1996, 12% of 12th graders report they had been injured on purpose without a weapon at school (includes inside or outside the school building or on a school bus). Another 5% of 12th graders have been injured with a weapon while at school in the past 12 months (Departments of Justice and Education, 1998).

During the 1996-1997, 10% of all public schools reported at least one serious violent crime to the police or law enforcement representative. Such violent crimes reported include: murder, rape or other sexual battery, suicide, physical attack, robbery, or fight with a weapon. Another 47% of public schools reported less serious or non-violent crimes such as physical attack/fight without a weapon, theft/larceny, and vandalism (Departments of Justice and Education, 1998).

According to the same study, during the combined 1992-1993 and 1993-1994 school years, there were a total of 105 violent deaths at school. Seventy-six were students who either were killed or committed suicide at school. The 29 additional deaths were non-students. From 1992-1996, teachers were victims of 619,000 violent crimes (rape or sexual assault, robbery, and aggravated and simple assault). Students ages 12-18 living in urban area were more susceptible to serious crime than were students in suburban and rural areas both at and away from school. Urban students have a nine times greater chance of violent death at school than those students in rural communities, and 2 times greater than suburban students during the combined 1992-1993 and 1993-1994 school years (Departments of Justice and Education, 1998).

In 1995, 9% of students avoided one or more places at school because they feared for their own safety, representing 2.1 million students. An additional 9% of students, ages 12-19, feared they were going to be attacked or harmed at school. Seven percent (7%) of students feared they would be attacked while traveling to and from school. In 1995, 28% of students reported street gangs were present at their schools (Departments of Justice and Education, 1998).

According to the Massachusetts Department of Education's *1997 Massachusetts Youth Risk Behavior Survey* (MYRBS), over one in eight (13%) of high school students had been in a physical fight on school property in 12 months prior to the survey, while one in twelve (8%) was threatened or injured with a weapon. Four percent (4%) of students required medical attention due to an injury received in a fight. Thirty days prior to the survey, one in five Massachusetts high school students (19%) had carried a weapon, while one in twenty (5%) did not go to school at least once because of feeling unsafe at school or on the way to or from school. One in twelve (8%) reported currently being involved with a gang. MYRBS also found that although urban students report violence related behaviors somewhat higher frequency than students living in suburban or rural areas, the differences have narrowed and are no longer statistically significant. As a result of the MYRBS, the Department of Education recommends that students with a history of impulsiveness, disruptiveness, and violent behavior should be identified, counseled

and channeled into appropriate intervention programs. Recommended additionally are comprehensive and effective programs with the involvement for the community and family to prevent further violence and promote pro-social development inside and outside of schools.

PROGRAM DESCRIPTION

With recent incidents of extreme violence in schools, many communities are now focusing on how to prevent such violence and make schools a safer place to learn. Communities around the country have found school violence is neither a school problem nor a law enforcement problem. School violence is a problem that can only be solved by involving all members of the community. Creating community-based partnerships is a critical step towards safer schools in Massachusetts.

The mission of the School Violence Intervention Program is to prevent school violence and address the needs those individuals and agencies that are faced with the issue of school violence. This program will establish local School Violence Task Forces. These Task Forces will identify school violence prevention strategies and will share information regarding at-risk youth in need of services.

Task Force members will have the dual responsibility of identifying youth at-risk for violent behavior and, subsequently, diverting these youth into programs that will impose accountability-based sanctions. The Task Force provides the opportunity for positive change among youth involved in criminal or violent acts, by linking them and their families to resources and services designed to encourage responsible behavior. By providing these opportunities, the student body and school personnel are protected from further violence, thereby making schools a safer place to learn in Massachusetts.

The School Violence Task Force representatives must include: local law enforcement personnel, local school administrators, teachers or counselors, a Juvenile Probation Officer, the city or town manager, a local community human service agency representative, a member from the community's emergency management team, and a representative from the District Attorney's Office.

GOALS, OBJECTIVES, ACTIVITIES, & PERFORMANCE MEASURES

In order for schools to successfully address school violence certain goals and objectives need to be implemented.

Goal 1:

To prevent the incidence of school violence.

Objective 1:

To train all task force members in preventative school violence techniques.

Activities 1:

1. Task Force members will be provided with intervention training to address early warning signs and to support responsible behaviors at school.

Performance Measures 1:

1. The number of trainings and the number of those task force members trained will be documented.
2. Evaluation of school violence trainings by task force members for usefulness will be gathered.
3. Task force members will be able to recognize the early warning signs of potential violent students and/or situations.

Objective 2:

To establish / expand an intervention/diversion program.

Activities 2:

- 1 Each Task Force will identify at-risk youth who demonstrate dangerous patterns of behavior and have the potential for committing more serious violence. The primary factor in identifying youth will be involvement in-school violence incidents (e.g., uncontrolled anger, past history of violent and aggressive behavior, and inappropriate access to, possession of, or use of firearms).
2. Once a youth is identified as at-risk, Task Force members will discuss the services needed to better serve the youth. Specific services will be identified, both addressing the needs of the youth and the seriousness of the offense. Students will be encouraged to view themselves as responsible for their actions.
- 3 A contract of terms and services will be developed for each youth. This contract will specify the conditions by which the youth needs to comply. The Task Force will monitor each contract for compliance. Task Force members will determine the actions necessary for addressing a youth's non-compliance with the contract.
- 4 Parental consent and involvement will be key to the youths' successful completion of the intervention/diversion program.
- 5 Effective individualized interventions will provide a range of services for students, such as: community service, mental health services, anger management, conflict resolution, and/or drug and alcohol treatment programs.

Performance Measures 2:

1. The number of identified at-risk youth will be documented.
2. Their referrals and types of services provided to youth will be recorded.

Objective 3:

To establish school violence policies and procedures.

Activities 3:

1. To provide for successful school violence prevention, each local Task Force will design standard policies and procedures to address in-school violence. These policies and procedures will be designed according to seriousness of offense and local need.
2. The Task Force should research existing successful school violence program policies within the United States in order to judge the future effectiveness of their own policies and procedures.

Performance Measures 3:

1. The Policies and Procedures will be written and widely distributed to students and school personnel.
2. A comprehensive review of existing policies and procedures will be conducted.

Goal 2:

To implement effective methods for responding to school violence.

Objective 1:

To train all task force members in responding to any school crisis or violent act.

Activities 1:

Training sessions will be provided to Task Force members.

Performance Measures 1:

1. The number of trainings and the number of those task force members trained will be documented.
2. Evaluation of school violence trainings by task force members for usefulness will be gathered.
3. Based on the training task force members receive, they will be able to respond to violent students/situations appropriately.

Objective 2:

To establish standard emergency response plans to respond to violent in-school crises.

Activities 2:

1. In developing the policies and procedures, the Task Force will establish written, standardized protocols for responding to in-school situations involving severe violence or multiple victimization. The Task Force member from the local Emergency Management team will be especially helpful in developing procedures relating to severe school violence incidents.
3. The Task Force should research existing successful school violence response policies within the United States in order to identify innovative and effective strategies.

Performance Measures 2:

1. The Policies and Procedures will be written and widely distributed to students and school personnel.
2. A comprehensive review of existing policies and procedures will be conducted.

Goal 3:

To establish or strengthen existing collaborations between school departments, law enforcement agencies, human service agencies, and emergency management teams.

Objective 1:

To establish memoranda of understanding between critical youth agencies.

Activities 1:

1. The Task Force will develop a standardized Memorandum of Understanding (MOU) to expand information sharing among its members.
2. Contracts will be established between local law enforcement agencies, school departments, and the District Attorney's Office to advise each other (via the Task Force) of any juvenile offenses, acts of violence, or plans for adjudication. This procedure will aid in forming a working collaboration between these entities, while further enhancing inter-agency information sharing.

Performance Measures 1:

1. A MOU will be established for each participating community.
2. As a result of the collaboration, information sharing will improve and violent youth will receive necessary services.

MONITORING AND EVALUATION METHODS

Case Management Tracking System

The Task Force will develop a case management tracking system, which records in-school and juvenile justice system offenses, their outcomes, and any involvement in court-ordered programs. The Task Force will need to first identify those local barriers that impede the process of collecting and tracking sensitive juvenile information, such as student confidentiality. Members will also need to discuss the components, purposes, location, and accessibility of the case management tracking system. The case management tracking system's overall purpose will be to act as a research and evaluation tool. It will assist in evaluating the program's successes as well as its shortcomings. It will aid in measuring the Task Force's success in its long-term goals of reducing school violence, and reducing both individual and overall recidivism both inside and outside the classroom.

APPENDIX C

Massachusetts School Related Deaths, 1993-Present

Location	Method	Incident
Boston High School Boston, MA	Shooting	Axel Reyes (16) shot in gang-related brawl on subway on way home from school (1/15/93)
Gloucester High School Gloucester, MA	Shooting	William Gross (15) shot self in head with .22 in the cafeteria (2/26/93)
Dartmouth High School Dartmouth, MA	Stabbing	Jason Robinson (16) stabbed with knife because he was mistaken for another student (4/12/93)
Ford Middle School Acushnet, MA	Shooting	School nurse (51) shot in back with shotgun after being held hostage by David Taber, 42, who lived a few miles from school and had a history of mental illness (4/15/93)
Boston High School Boston, MA	Shooting	Telly Coleman (15) shot twice as a bystander to a student dispute while leaving school subway station (5/21/93)
English High School Roxbury, MA	Shooting	Louis Brown (16) shot while walking to school (12/3/93)
Boston High School Boston, MA	Shooting	Anthony Lovell-Hines (17) on way home from school shot in the back of his skull, reputedly in revenge for disrespectful act to a girl who warned him in school hallway that someone would "take care of it" (3/29/95)
Sullivan Middle School Lowell, MA	Assault	David McHugh (34) guidance counselor, collapsed at home on 8/12/97; knocked to ground and kicked above left ear several times while trying to break up a fight involving 5 students; state medical examiner at the time of death ruled it a related homicide (3/27/97)

APPENDIX D

Drug Strategies, a Washington-based research group recently published a report grading violence prevention programs. Of the 84 programs reviewed, only 10 were given high marks. The ten were:

AGGRESSORS, VICTIMS & BYSTANDERS

Education Development Center, Inc.
55 Chapel St., Suite 25
Newton, Mass. 02158
800-793-5076
Grades: 6-9

PEACEBUILDERS

Heartsprings, Inc.
7482 East Wandering Road
Tucson, Ariz. 85732
520-299-6770
Grades: K-5

SECOND STEP

Committee for Children
2203 Airport Way S., Suite 500
Seattle, Wash. 98134
800-634-4449
Grades: P-8

RECONNECTING YOUTH

National Educational Service
P.O. Box 8
Bloomington, Ind. 47402-0008
800-733-6786
Grades: 9-12

SAFE DATES

School of Public Health, University of North
Carolina at Chapel Hill
Campus Box 7400
Chapel Hill, N.C. 27599-7400
919-966-6353
Grades: 8-9

VOICES OF LOVE AND FREEDOM

67 Allegheny St.
Boston, Mass. 02120
617-635-6433
Grades: K-12

NO BULLYING

Johnson Institute
7205 Ohms Lane
Minneapolis, Minn. 55439-2159
800-231-5165
Grades: 1-8

PACT

Research Press
2612 N. Mattis Ave.
Champaign, Ill. 61821
800-519-2707
Grades: 6-12

**RESPONDING IN PEACEFUL AND
POSITIVE WAYS (RIPP)**

Life Skills Center, Virginia Commonwealth
University
P.O. Box 842018
Richmond, Va. 23284-2018
888-LSC-ILSC
Grades: 6-7

**PEER MEDIATION: CONFLICT
RESOLUTION IN SCHOOLS**

Research Press
2612 N. Mattis Ave.
Champaign, Ill. 61821
800-519-2707
Grades: 6-12

It should be noted that this research is still in progress and the final results are not in. However, of particular note is that the "early research on conflict mediation programs has shown little long-term effects in reducing violent behavior." ("What Makes a Good School Violence Prevention Program?", *Harvard Education Letter*, January/February 1999)

This research should not be read to mean that only the above listed should be used in schools. However, if a school decides to use programs which do not have the benefit of any independent research validating the effectiveness of the program, then the school must be vigilant about the collection of data on school violence in order to assess whether there is any positive effect over time of the program.

APPENDIX E

HIGH STANDARDS FOR STUDENTS IN BOTH ACADEMICS AND BEHAVIORS

When researchers from Johns Hopkins University analyzed data from over 600 schools across the nation, they found the following characteristics were associated with discipline problems:

- ◆ Rules were unclear or perceived as unfairly or inconsistently enforced;
 - ◆ Students did not believe in the rules;
 - ◆ Teachers and administrators did not know what the rules were or disagreed on the proper response to student misconduct;
 - ◆ Teacher-administration cooperation was poor or the administration was inactive;
 - ◆ Teachers tended to have punitive attitudes;
 - ◆ Misconduct was ignored; and
 - ◆ Schools were large or lacked in resources for teaching.
- (ERIC Clearinghouse: School Discipline, ED350727)

Accordingly, the success of a safe school plan will depend upon the overriding presence of several factors:

- Clear behavior standards;
- Enforcement of rules fairly and consistently;
- Adequate adult presence and supervision;
- Close supervision and consistent sanctioning of offenders;
- Control of campus access and environment;
- Supportive parents and community;
- Partnerships with social service agencies, business groups and other municipal offices; and
- A belief that tolerance is reflected in behavior and everyone deserves respect.

Stable, supportive and highly visible principals who were respected, not feared, were often cited as the key to a safe school environment. Other research points to the fact that such principals are also the key to a high-performing school in the context of academic achievement. The Southern Regional Educational Laboratory (SERVE)'s report, *Reducing School Violence*, put it most succinctly: "The principal is critical in developing a positive school climate and a safe school."

As one Massachusetts educator recently wrote: "Creating schools where respect for differences is the most basic core value takes time and courage on the part of everyone who works in the school house... It can be done. Over time, and with a lot of work, a school can become a safer place for learning, for growing up, for having fun, and for appreciating the lifelong lesson of respecting differences."

APPENDIX F



CSPV BLUEPRINTS FACT SHEET

Life Skills Training

For Violence Prevention

The results of over a dozen studies consistently show that the Life Skills Training (LST) program dramatically reduces tobacco, alcohol, and marijuana use. These studies further show that the program works with a diverse range of adolescents, produces results that are long-lasting, and is effective when taught by teachers, peer leaders, or health professionals.

Program Targets:

LST is a primary intervention that targets all middle/junior high school students (initial intervention in grades 6 or 7, depending on the school structure, with booster sessions in the two subsequent years).

Program Content:

LST is a three-year intervention designed to prevent or reduce gateway drug use (i.e., tobacco, alcohol, and marijuana), primarily implemented in school classrooms by school teachers. The program is delivered in 15 sessions in year one, 10 sessions in year two, and 5 sessions in year three. Sessions, which last an average of 45 minutes, can be delivered once a week or as an intensive mini-course. The program consists of three major components which teach students (1) general self-management skills, (2) social skills, and (3) information and skills specifically related to drug use. Skills are taught using training techniques such as instruction, demonstration, feedback, reinforcement, and practice.

Program Outcomes:

Using outcomes averaged across more than a dozen studies conducted with LST, it has been found to:

- ~ Cut tobacco, alcohol, and marijuana use 50% - 75%.

Long-term follow-up results observed six years following the intervention show that LST:

- ~ Cuts polydrug use up to 66%;
- ~ Reduces pack-a-day smoking by 25%; and
- ~ Decreases use of inhalants, narcotics, and hallucinogens.

Program Costs:

LST can be implemented at a cost of approximately \$7 per student per year (curriculum materials averaged over the three-year period). This does not include the cost of training which is a minimum of \$2,000 per day for one or two days.

APPENDIX G

Questions for parents to ask of their school officials --

Are the rules about conduct well understood and fairly applied?
(Ask your children this question first.)

Are there firm, clear policies that prohibit bringing weapons, guns, alcohol and drugs to school. What are the sanctions and what are the alternatives?

Are teachers trained to help identify, prevent problems and deal with violence? (Ask your teachers this question first.)

Does the school provide students drug and violence prevention and character education programs which are based on sound research and evaluation findings?

Is there an accountability system that accurately reports discipline problems, discipline acts, and criminal incidents by students on campus and by outsiders? Is there a report to the public annually about the results? What is the trend over the past three years? (Ask to see the statistics or report.)

Are all school personnel, including teachers, support staff, clerical staff, custodial staff, tutors and coaches, screened on a background check?

Is the school locked to prevent invasions for outsiders during the day? Is access to the school monitored?

Does the district extend the school day to provide positive alternatives for students. Keep schools open after school and in the summer as community learning centers; sponsor alcohol- and drug-free activities and dances; provide extracurricular activities, such as sports, art, and band, special interest clubs, or field trips; provide mentors and internships with employers and community service opportunities.

Does the district regularly include parents, other caring adults, and law enforcement officials in the life of the school and around the school.

Is the curriculum challenging and appropriate to prepare students for state assessments as well as for college? Does it help students see the connection between schoolwork and going to college, good citizenship, and a productive life?

Does the district make the school more personalized by encouraging regular communication among students, parents, and teachers. Students and teachers should be able to know each others' names.

APPENDIX H

AN ACT TO ENHANCE INTER-AGENCY COMMUNICATION IN CRIMINAL
PROCEEDINGS REGARDING JUVENILE AND YOUTHFUL OFFENDERS.

Be it enacted by the Senate and House of Representatives in General
Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter 12 of the General Laws is hereby amended by inserting
after section 27, as appearing in the 1996 Official Edition, the following
section-

Section 27A. The district attorney in each district may establish
a community based juvenile/youthful justice program for the purposes of
insuring the safety and security of the public and private schools of the
commonwealth, addressing the problems of juvenile and youthful violence,
improving the services available to school-aged youth, insuring the effective
use of resources by state and local law enforcement and social service
agencies, and promoting collaboration among schools, local and state law
enforcement agencies, private industry, municipalities, the probation
department, and the departments of social services, youth services, mental
health and public health. Said program may assist in the development of school
and community based programs that are designed to prevent violence and
delinquency, develop techniques for the early identification of at-risk youth,
divert non-violent youthful offenders from the juvenile or criminal justice
system, and insure the availability of and access to community based
rehabilitative services including, but not limited to, substance abuse
services for youthful offenders when appropriate.

Notwithstanding any general or special law to the contrary, for the
purpose of establishing, implementing, or carrying out the purposes of said
community based juvenile/youthful justice program or assisting in the
development and implementation of said school and community based programs,
representatives of the following agencies and departments may discuss and
exchange information concerning court records, investigations, court
proceedings, and care, custody, education and treatment plans of juveniles and
school-age adults who attend schools in the commonwealth; public or private
school systems who are designated by the superintendent of schools, and
employees and representatives of the probation department; the office of the
district attorney; state or local police departments; the office of the
sheriff; the department of youth services; the department of social services;
the department of mental health; the department of public health or other
social service providers, and physical or mental health professionals;
provided, however, that in no instance shall any aspect of an individual's
confidential communications with a sexual assault counselor, as defined in
section 20J of chapter 233 or otherwise, be shared among the aforementioned
parties; and provided, further, that employees and representatives of the
department of mental health and the department of public health may participate
in said discussions, but may share privileged information only when authorized
by a court order.

An employee or representative designated to receive or transmit
information under this section shall be prohibited from disclosing or
disseminating such information to any individual other than those
individuals authorized to receive or transmit information under this
section.

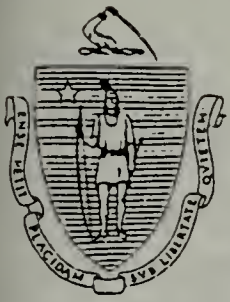
SECTION 2. Chapter 276 of the General Laws is hereby amended by
inserting after section 85B, as appearing in the 1996 Official Edition, the
following section:-

Section 85C. (a) Notwithstanding any general or special law to the
contrary, the commissioner of probation shall notify the superintendent of
a school district where a juvenile resides or where a juvenile or a
school-age person under the age of 21 enrolls or attempts to enroll,
re-enroll or transfer to a school, and the principal or headmaster of such
school, of the arraignment or disposition of any criminal or delinquency
proceeding involving such juvenile or school age person under the age of 21.
In order for the probation department to implement any court-ordered
disposition, the commissioner of probation or his designee, and said principal
or headmaster or his designee, may discuss and share any and all aspects of
school records or school-related information, and any and all aspects of
pending or disposed of criminal or delinquency proceedings.

[END OF BILL]

H

APPENDIX I



The Commonwealth of Massachusetts
Executive Office of Public Safety
Governor's Task Force on Hate Crimes

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Jane Perlov
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MODEL SCHOOL CIVIL RIGHTS AND SAFETY POLICY¹

1) Statement of Policy

It is the policy of [NAME OF SCHOOL] to provide a safe and secure learning environment for all its students without distinction based on race, religion, ethnicity, disability, gender, or sexual orientation. Discrimination, sexual and bias-motivated harassment, and violations of civil rights disrupt the educational process and will not be tolerated.

It shall be a violation of this policy for any pupil, teacher, administrator or other school personnel to engage in sexual or bias-related harassment (referred to as "wrongful harassment") or violate the civil rights of any pupil, teacher, administrator, or other school personnel. Conduct amounting to hate crime is a particularly serious infraction that will result in referral to law enforcement agencies.

The School will act to investigate all complaints, either formal or informal, verbal or written, of sexual or bias-related harassment or violations of civil rights and to take appropriate action against any pupil, teacher, administrator, or other school personnel who is found to have violated this policy.

¹ This model policy is based on *Necessary Components of a School Safety and Civil Rights Protocol*, by Assistant Attorney General Richard Cole, Chief of the Civil Rights Division of the Office of the Attorney General. The model is also based on *Protecting Students from Harassment and Hate Crime: A Guide for Schools*, published by the U.S. Department of Education and the National Association of Attorneys General.

2) **Commitment to Prevention**

This institution is committed to prevention, remediation, and accurate reporting of bias incidents and civil rights violations, to the end that all students can enjoy the advantages of a safe and tolerant learning environment where individual differences are respected. The school undertakes to engage in activities and programming such as training of all school personnel, intended to foster respect for diversity, civil rights, and non-violence in school settings.

3) **Zero Tolerance for Known Civil Rights Violations: Required Reporting and Intervention to Stop Harassment**

- a)** School employees must intervene in ongoing civil rights violations and episodes of wrongful harassment whenever witnessed or reported, to the extent intervention can be done safely. School employees must report a civil rights violation or episode of wrongful harassment to the school civil rights administrator. Designated administrators must intervene in ongoing matters of civil rights violations and episodes of wrongful harassment, summoning assistance as necessary.
- b)** The primary objective of school intervention in a civil rights matter is to put a swift end to, and prevent any recurrence of, any wrongful conduct, so as to ensure the safety of all students and a school environment free of wrongful harassment and civil rights violations. Intervention should be undertaken immediately, as needed on a short-term basis, and more comprehensively once a civil rights violation has been found to have occurred. The school will take all necessary steps within its authority to implement the objective of stopping continuing civil rights violations and wrongful harassment, and restoring and preserving an environment free of such conduct.
- c)** Effective, and if need be escalating, measures should be used to definitively stop harassment and violence. School officials should immediately consider and use regular administrative actions to defuse a civil rights situation wherever possible: separating victim or complainant and offender, ordering the offender to stay away from the victim, or assigning additional security. Relevant school disciplinary hearings should begin and proceed on an expedited basis where there is a threat of ongoing interference with civil rights. Disciplinary action appropriate to the offender's conduct should be taken when a violation is found. Potential criminal conduct should be reported to law enforcement, and legal remedies pursued as necessary to protect civil rights.

4) Designation of Civil Rights Administrators

The principal of each school in the _____ District will designate at least one employee whose responsibility it will be to respond to matters of civil rights that arise in the school setting. The designee shall be given a title and prominently identified as available to receive reports and complaints of civil rights violations from students, faculty, or staff. The designee will receive specialized civil rights training and take responsibility for upholding school civil rights and safety policies. The designee will also serve as a liaison with law enforcement agencies, and assist the principal and superintendent in making referrals of possible criminal matters to law enforcement.

5) Identification of Prohibited Conduct

a) *Definitions:*

- i) *BIAS INCIDENT* means any act, including conduct or speech, directed at or which occurs to a person or property because of actual or perceived race, religion, ethnicity, disability, gender, or sexual orientation. A bias incident may or may not be a criminal act.
- ii) *BIAS INDICATORS* are objective facts and circumstances, which suggest that an action was motivated in whole or in part by a particular type of bias.
- iii) *BIAS MOTIVES* recognized at Massachusetts law as causing hate crimes include prejudice based on race, religion, ethnicity, disability, gender, and sexual orientation.
- iv) *CIVIL RIGHTS VIOLATIONS* involve interfering by threats, intimidation, or coercion, with someone's enjoyment of constitutional or statutory rights. Rights protected against interference include non-discrimination in access to advantages and privileges of a public school education. The term "civil rights violation" also covers bias-related and sexual harassment and bias crimes, so the term is applied generically to any civil or criminal law infractions.
- v) *DISCRIMINATION* consists of actions taken against another(s) which treat them unequally because of race, religion, national origin, disability, sexual orientation, or gender bias.
- vi) *HARASSMENT* consists of unwelcome verbal, written or physical conduct targeting specific person(s), which is sufficiently severe, persistent, or pervasive to create an intimidating, hostile, humiliating,

or offensive school environment, or substantially interfere with the progress of a student's education.

- (1) *BIAS-RELATED HARASSMENT* will present bias indicators, most commonly epithets: name-calling derogatory to a particular racial, religious, or sexual orientational group;
 - (2) *SEXUAL HARASSMENT* covers instances of physical or verbal conduct of a sexual nature, not limited to but including sexual advances, which foster a hostile educational environment for the victim.
- vii) *HATE CRIMES* include any criminal acts to which recognized types of bias motives are an evident contributing factor. Criminal bias-motivated conduct entails, at a minimum, threats. Criminal conduct includes acts putting someone in fear of immediate physical harm (assaults), and actual physical violence (assault and battery), and grows most serious if a victim suffers any bodily injury. Repeated threatening or menacing actions like following someone can amount to the crime of stalking.
- viii) *HOSTILE ENVIRONMENT* exists when a student has been or is subjected to threats, intimidation, or coercion by another (or others) or is reasonably in fear for his or her safety. Whether a school environment has become hostile must be evaluated based on the totality of the circumstances. Repeated instances of bias-related and sexual harassment create a hostile environment for the victim. A single act of harassment can also create a hostile or intimidating environment if sufficiently severe. A hostile environment does not necessarily entail that a student exhibits quantifiable harm, such as a drop in grades.
- ix) *STALKING*, a felony, consists of intentional conduct involving 1) 2 or more acts directed at a specific person, 2) which would cause an average person substantial distress, 3) where the perpetrator has made threats causing the targeted person fear of death or injury.

b) ***Common Bias Indicators:***

- i) Bias-related oral comments or epithets
- ii) Bias-related markings, drawings, or graffiti

- iii) Use of bias-related symbols
- iv) No clear economic motive for an assault and battery
- v) Crime involving disproportionate cruelty or brutality
- vi) Offender history of crimes with similar m.o. and victims of the same group

See G.L. 22C, Sec. 33; 501 CMR 4.04(1)(the Hate Crimes Reporting Act, Classification Criteria.).

c) Examples of Civil Rights Violations and Bias Incidents:

- i) Unwelcome verbal, written, or physical conduct directed at the characteristics of a person's race or color, such as nicknames emphasizing stereotypes, racial slurs, comments on manner of speaking, and negative references to racial customs (*racial and color harassment*)
- ii) Unwelcome verbal, written, or physical conduct, directed at the characteristics of a person's religion, such as derogatory comments regarding surnames, religious tradition, or religious clothing, or religious slurs, or graffiti. (*religious harassment*)
- iii) Conduct directed at the characteristics of a person's national origin, such as negative comments regarding surnames, manner of speaking, customs, language, or ethnic slurs (*national origin harassment*).
- iv) Conduct directed at the characteristics of a person's sexual orientation—actual, perceived, or asserted—such as negative name calling and imitating mannerisms (*sexual orientation harassment*).
- v) Conduct directed at the characteristics of a person's disabling condition, such as imitating manner of speech or movement, or interference with necessary equipment (*disability harassment*).
- vi) Physical conduct putting someone in fear of imminent harm, coupled with name-calling of a bigoted nature (*crime of assault*)
- vii) Repeated, purposeful following of someone, coupled with evident bias against the victim's actual or perceived group status (*civil rights violation or crime of stalking*)
- viii) Painting swastikas on walls or other public or private property (*crime of vandalism*)
- ix) Hitting someone because of their actual or perceived group status (*crime of battery*)

d). Scope of Policy:

This Policy applies to bias crimes, civil rights violations, bias incidents, and bias-related harassment occurring on school premises or property, or in the course of school-sponsored activities, including those outside of school if there is a detrimental effect on the school or educational climate.

6) Procedures for Responding to and Investigating Incidents

- a)** Whenever a staff person witnesses, or some third party reports, a possible civil rights violation, the school's designated civil rights administrator must be notified. The school's civil rights designee, in conjunction with school safety personnel and the principal's office, should immediately begin an investigation. In an emergency, 911 must be called.
- b)** A student coming forward to report a civil rights violation s/he has experienced should be directed to the school's designated civil rights administrator, after any emergency needs are attended. Consideration should be given to whether any immediate or interim steps are necessary to ensure the safety of and avert retaliation against the complainant.
- c)** The investigation must determine whether a civil rights violation has in fact occurred. An immediate aim of the investigation should be preservation and gathering of evidence from the scene of an incident. Bias-related graffiti should be photographed then removed. The investigator should seek to interview all victims and witnesses at the scene, or as soon thereafter as possible, then interview others who may have relevant knowledge as well. The investigation may also consist of any other methods and documents deemed relevant and useful.
- d)** All the circumstances as found should be carefully evaluated for the presence of bias indicators that would characterize the matter as a civil rights violation. The investigation should make a finding as to whether a civil rights infraction in violation of this policy has occurred based on the definitions of wrongful conduct supplied at Section 6.

7) Consequences for Civil Rights Violations and Failures to Act as Required

a) *Non-disciplinary corrective actions:*

Potential civil rights violations can be addressed with steps that are not punitive in character, without the necessity of disciplinary proceedings. These steps generally lie within the ordinary discretion of principals and school officials. Examples of non-disciplinary actions that may be

- appropriate in some instances include counseling, assignment to participate in a diversity awareness training program, separating offender and victim, parent conferences, and special work assignments such as a composition on a civil rights-related subject.

b) Disciplinary Proceedings

Violations of the civil rights of a student or school employee which are found to have occurred after a hearing warrant the imposition of sanctions up to and including suspension and expulsion (for students), and suspension or termination (for employees). Disciplinary actions will be taken toward the goals of eliminating the offending conduct, preventing reoccurrence, and reestablishing a school environment conducive for the victim to learn. The school may consider completion of a youth diversion program as a sanction for student violators, standing alone or in conjunction with other disciplinary actions, for violations of civil rights.

c) Failure to Act by Administrators and Teachers

Upon completion of policy dissemination, administrators and teachers have a duty to act to stop witnessed sexual or bias harassment and hate crimes, as safely as can be done; and report occurrences to the civil rights administrators and sometimes the police. A clear failure to act as this policy would direct should in the first instance entail that the individual undergo further training in hate crimes, diversity issues, and the requirements of school policy. The school administration will develop further sanctions and actions to address repeated instances of a failure to act in accordance with this policy.

8) Commitment to Non-Retaliation

To secure the unimpeded reporting of bias activity called for in this policy, _____ will deal seriously with any and all threats or acts of retaliation for the good faith filing of a complaint. Actual or threatened retaliation for the reporting of a civil rights matter constitutes a separate and additional disciplinary infraction warranting corrective actions. If conduct amounts to stalking, a mandatory referral to law enforcement will be made. Staff will monitor the situations of victims/complainants carefully to ensure that no threats or acts of reprisal are made. Appropriate and immediate non-disciplinary administrative actions to mitigate possible or actual retaliation may also be taken, to the extent administrators have discretion to act.

9) Referral to Law Enforcement

Whenever a school employee has reason to believe that a potential hate crime has been, or is about to be committed, s/he should notify the school civil rights designee and, especially in an emergency, the local police. The civil rights designee has chief responsibility for notifying the police of potential hate crimes in non-emergency situations; the referral is mandatory whenever a probable hate crime is at issue.

10) Documentation Requirements

a) Recordkeeping

The designated civil rights administrator will be responsible for keeping records of all civil rights violations and hate crimes reported for the school. These records shall be grouped according to school year and grade. In addition to recording the particulars of the incident itself, the system should record the actions taken in response and the results of the investigation and intervention. The civil rights administrator shall keep this information gathered at a central place such as a school civil rights office.

b) Monitoring and Tracking to Identify Patterns

Records should be maintained so as to permit administrators to detect patterns in civil rights violations, repeat offenders, and problem locations. Responsive action should be tailored based on the pattern information that records reveal.

11) Dissemination of Policy and Training

- a) This policy shall be conspicuously posted throughout each school building in areas accessible to pupils and staff members.
- b) This policy shall appear in the student handbook.
- c) The School District will provide instruction in the provisions of this policy to teachers, other employees, and students.
- d) This policy shall be reviewed at least annually for compliance with state and federal law.

APPENDICES TO MASSACHUSETTS MODEL POLICY

Responsibilities of School Personnel and Students in Relation to Witnessed or Reported Bias Incidents

1) All Personnel and Students

- i)** Report bias incidents and civil rights violations to school civil rights administrators
- ii)** Be familiar with basic facts about hate and hate crimes, so as to be able to identify bias incidents and have an understanding of the dynamics
- iii)** Challenge biased attitudes and behavior whenever encountered in school and outside
- iv)** Report hate crimes to police, and summon help in an emergency
- v)** Uphold school civil rights and safety policies and remain vigilant and alert for violations
- vi)** Take responsibility so as to make a difference in stopping hate, finding and creating individual and group opportunities for action and involvement

2) Teachers Only

- i)** Set guidelines for classroom behavior to avoid hurt feelings and promote respect
- ii)** Respond to and challenge insensitive behaviors like name calling and exclusion of children who are different
- iii)** Instruct against hate and prejudice, where this message is apropos to classroom subjects and lessons
- iv)** Look for and help implement proactive programs and strategies to promote tolerance and stop hate conduct

3) School Staff Specifically

- i)** Challenge and try to stop bias incidents when witnessed or encountered in progress, if a safe opportunity is presented

4) Civil Rights Designees Specifically

- i)** Be available to receive reports of civil rights violations from students, faculty, and other administrators
- ii)** Respond promptly to a report of a civil rights violation by intervening if possible, ensuring that students are safe and free from harassment, and by starting an investigation and quickly ascertaining the facts
- iii)** Put a stop to ongoing harassment immediately and effectively,

and refer victims to support services and resources available in the area

- iv) Take remedial, corrective, and disciplinary action** as the circumstances established by the investigation, school policies, and the Code of Conduct, warrant
- v) Take steps to avert retaliation** against students who report civil rights violations, and act immediately to ensure student safety and freedom from harassment
- vi) Communicate and coordinate efforts with police** on a regular, ongoing basis, and develop a working partnership with police officers assigned to schools and civil rights issues
- vii) Undergo specialized training** to maintain knowledge of hate crimes and civil rights issues as they affect schools
- viii) Coordinate school prevention programming and activities**, drawing on available resources and tools

Federal and Massachusetts Laws bearing on harassment and bias crimes in school settings

- (a) Title VI, 42 U.S.C. Sec. 2000 et seq. (prohibition of discrimination based on race, color, or national origin)
- (b) Title IX, 20 U.S.C. Sec. 168 et seq. (prohibition of discrimination based on sex or gender)
- (c) Title II of the Americans with Disabilities Act, 42 U.S.C. Sec. 12134 (*prohibition of discrimination based on disability*)
- (d) G.L. c. 71, Sec. 37H (student handbooks required to state disciplinary measures applicable to "violations of other students' civil rights")
- (e) G.L. c. 76, Sec. 5 (prohibition of discrimination "on account of race, color, sex, religion, national origin or sexual orientation", in access to "advantages, privileges and courses of study of [local] public school".)
- (f) G.L. c. 151C (Fair Education Practices Act, includes prohibition of sexual harassment)
- (g) G.L. c. 214, Sec. 1 (right of privacy)
- (h) G.L. c. 214, Sec. 1C (right of freedom from sexual harassment)
- (i) G.L. c. 12, Sec. 11H and 11I (prohibition of threats, intimidation, or coercion interfering with someone's legal rights)

- (j) G.L. c. 265, Sec. 37 (criminal penalties for the use of force or threats to interfere with someone's legal rights)
- (k) G.L. c. 265, Sec. 39 (increasing penalties for assaults, batteries, and property damage motivated by bias on grounds of race, religion, ethnicity, disability, and sexual orientation)
- (l) G.L. c. 266, Sec. 127A (criminal penalties for vandalism of a school)

APPENDIX J



CSPV BLUEPRINTS FACT SHEET

Bullying Prevention Program

For Violence Prevention

The Bullying Prevention Program is a multilevel, multicomponent program designed to reduce and prevent schools' bully/victim problems. School staff are largely responsible for introducing and implementing the program, and their efforts are directed towards improving peer relations and making the school a safe and pleasant place to be. The Bullying Prevention Program attempts to restructure the existing school environment to reduce opportunities and rewards for bullying behavior.

Program Targets:

Program targets are students in elementary, middle, and junior high schools. All students participate in most aspects of the program, while those students identified as bullies or victims of bullying receive additional individual interventions.

Program Content:

Core components of the program are implemented at the school, the classroom, and the individual levels:

School-level components include an anonymous student questionnaire assessing the nature and prevalence of bullying at each school, a school conference day for discussing bullying problems and planning the implementation of the program, the formation of a Bullying Prevention Coordinating Committee to coordinate all aspects of a school's program, and the development of a coordinated system of supervising students during break periods.

Classroom-level components include establishing and enforcing classroom rules against bullying and holding regular classroom meetings with students to increase knowledge and empathy and to encourage prosocial norms and behavior. Meetings with parents to foster more active involvement on their part are considered highly desired components both at the classroom and school levels.

Individual-level components include interventions with children identified as bullies and victims, and discussions with parents of involved students.

Program Outcomes:

The Bullying Prevention Program has been shown to result in:

- substantial reductions, by 50 percent or more, in the frequency with which students report being bullied and bullying others; roughly similar results have been obtained with peer and teacher ratings of bully/victim problems;
- significant reductions in students' reports of general antisocial behavior such as vandalism, fighting, theft, and truancy; and
- significant improvements in the "social climate" of the class, as reflected in students' reports of improved order and discipline, more positive social relationships, and a more positive attitude toward schoolwork and school.

Costs:

In addition to costs associated with compensating an on-site coordinator for the project, the costs (which will vary with the size of the site) for program expenses consist of approximately \$200 per school to purchase the questionnaire and computer program to assess bullying at the school, plus approximately \$65 per teacher to cover costs of classroom materials.

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APPENDIX K

Suggestions For School District Discussion On School Safety

1-01. Place safety on the educational agenda.

School administrators tend to get not only what they expect and deserve, but also what they measure. When the district makes a conscious decision that safe and welcoming schools are a high priority, that commitment provides the basis for the development of strategies to achieve this goal. Placing school safety on the educational agenda is a mandatory first step toward safer and better schools.

1-02. Establish interagency cooperation among youth-serving professionals.

Schools cannot do it alone. Creating safe schools is a community function. Establish a Community-Based Justice Forum. Safe schools actively cooperate with community agencies. Campus security operations should be coordinated with local law enforcement agencies. Include law enforcers in your curriculum, supervision, and crisis planning. Community support agencies such as county mental health, child protective services, department of parks and recreation, juvenile probation, and the courts together must identify students who are potentially dangerous and provide services to preclude juvenile offenders from causing further problems and assist in their educational and personal development.

1-03. Develop a comprehensive systemwide safe schools plan.

School safety must be placed at the top of the educational agenda on each campus and within the community. A districtwide plan should be established, complemented by a safe schools plan for each school site. Programs should be developed collaboratively with parents, students, educators, law enforcers, the courts, probation and social service personnel, religious, corporate, and other community leaders who represent the racial and ethnic balance of the community. Safe school planning is an ongoing process that must have vigorous interagency support. Community and corporate partnerships should be established that focus not merely on security and supervision but also on education. Plans should be reviewed, updated, and broadly disseminated annually to students, parents, and staff. As the planning process continues, a series of other positive suggestions and strategies will emerge.

1-04. Establish a crisis response plan.

Through responsible planning, many potential problems can be avoided. However, there are times when a crisis is unavoidable. A good crisis plan focuses on crisis prevention, preparation, management, and resolution. It will also identify community resources and agencies that serve students. The crisis response plan should include step-by-step procedures for various types of crisis situations.

1-05. Mandate crime reporting and tracking.

Suppressing instances of school violence does not enhance the safety of students or staff. A uniform school crime-reporting and record-keeping system is critical to maintaining a safe and secure campus. When school administrators know what crimes are being committed on their campus, when and where they are committed, and who is involved, appropriate supervision strategies can be implemented. In addition, it is important to conduct some level of crime analysis to determine what if any linkages exist among various aspects of criminal activity on the campus.

1-06. Update with an annual review.

Once the larger plan has been established, every school should conduct an annual school safety assessment of its safe school plan because safe school planning is an ongoing process. The evaluation component is a continuing reality check and refinement of the safe school actions and attitudes that the team wishes to create. The assessment may reveal that additional steps should be taken to improve adult supervision, revise curricula, pass legislation, redesign facilities, or establish new programs.

Suggestions For School District Discussion On School Safety

1-07. Consistently enforce the information-sharing agreements.	At least once annually school administrators should review their information-sharing agreements to ensure they comply with federal and state laws and to ensure school administrators and staff are doing everything possible to share such information with those who have a legitimate need to know. Special follow-up should be given by the court to ensure court orders and other information-sharing agreements among agencies comply with court guidelines. The student record policy should state that student records may be shared with any relevant teacher or staff member or other youth-serving professional who has a legitimate need to know.
1-08. Establish a state-of-the-art emergency communications center.	Use the latest technology to enable site administrators to make immediate contact with teachers and school safety personnel. A school communications network should be established to link classrooms and schoolyard supervisors with the front office or security staff, as well as with local law enforcement and fire departments. The campus should have at least one radio with cellular phone capability for use in emergency situations. Detention classrooms or facilities for behaviorally disruptive students also should have emergency buzzers or call buttons. A fully computerized public safety emergency frequency is recommended.
1-09. Amplify the school's mission statement.	The school's mission statement should include a phrase that reflects the context in which the school and district wishes the academic learning to take place. For instance, " <i>To learn in a safe and secure environment free of violence, alcohol, drugs and fear</i> " is a phrase that may enhance the school's legal position to create and enforce policies promoting a safe, caring, and a disciplined school climate. A statement of this nature can have a powerful effect upon validity and credibility of the school's efforts to create and preserve a safe environment.
1-10. Consider current technologies that may deter crime.	A host of options exist relative to access control, property identification and supervision. For example, consider electromagnetic door locking systems. Property control strategies such as microdot systems, surveillance cameras for difficult-to-supervise public areas, and other high tech strategies may be appropriate.
1-11. Provide teacher and staff training programs on classroom strategies.	Special in-house training programs in the area of student behavior management should be offered for teachers and administrators. Strategies that worked 20 years ago no longer may be effective. Teachers must develop coping skills and techniques for controlling classroom behavior and dealing with disruptive youth and angry parents.
1-12 Conduct annual school safety training programs for administrators and school safety personnel.	Prior to the start of each school year, training sessions should be held for all site administrators and security personnel to review school safety procedures. School staff should be informed and regularly updated on safety plans through in-service training. The training should include not only the certified staff, but also classified staff, as well as part-time and substitute employees.
1-13. Identify specifically assigned roles and responsibilities.	Specific policies and procedures that detail staff members' responsibilities for security should be developed. These responsibilities may include monitoring hallways and restrooms, patrolling parking lots, and providing supervision at before- and after-school activities.

Suggestions For School District Discussion On School Safety

1-14. Carefully screen and select new employees, tutors and volunteers.	One of the most important decisions that parents and communities make involves deciding who will teach, train, coach, counsel, and lead their children. Keeping child molesters and pedophiles out of classrooms, schools and youth-serving organizations is a major task. Responsible parenting and thoughtful leadership on the part of schools and other youth-serving agencies should provide enough reasons to establish appropriate safeguards for keeping child molesters away from children. Increasing litigation against school systems and child-care providers has created a financial reason to conduct appropriate background checks to protect the safety of children. Some school systems and youth-service organizations already have faced multimillion-dollar lawsuits for their failure to appropriately screen, properly supervise, and/or remove employees who may be at risk to children. Every school system should have clear policy guidelines and procedures to weed out individuals with a criminal background of misbehavior involving children. Any record-screening program must consider the rights of privacy and due process as well as the right to a hearing when disqualification is involved. But the screening program also must balance these rights with the rights of the individuals who will be assisted by the professional.
1-15. Provide adequate adult supervision.	Young people need continuous responsible supervision. This may include teachers, administrators, parents, campus supervisors, or law enforcement officers. By all means, do not forget parents and senior citizens. Just as many young people are looking for something to do, many senior citizens with talents and resources are yet to be tapped. Most recent studies show that the majority of young people believe adults play a major role in counseling and encouraging kids toward nonviolence.
1-16. Establish a parent/volunteer center on each campus.	The center can recruit, coordinate, and encourage parents to participate in the educational process. Possible activities include helping supervise hallways, playgrounds, restrooms, or other trouble spots. Classroom visits and participation in special events is encouraged. A special training program that outlines expectations and responsibilities for parents in volunteer roles can be particularly helpful. School crime decreases when responsible adult supervision is present.
1-17. Disseminate a summary of laws pertaining to school disorder.	The summary should be drafted and developed by the district's legal counsel and disseminated through the director of security to all site administrators and security personnel to ensure uniformity and consistency of student supervision and management. The District Attorneys should collaborate to develop a uniform text which could be used by school personnel to understand the array of legal issues on school safety and student rights.
1-18. Reinforce community standards and values through literature and classroom work (character education)	Literature, history, art and music can be used to understand consensus values about respect, honesty, truth, responsibility, tolerance and justice. When appropriate, teachers and administrators should use the curriculum to reinforce the code of behavior expected of students.

Suggestions For School District Discussion On School Safety

2-01. Review discipline policies.	Ensure the policies attack the problem and not simply the symptoms. Clearly distinguish between disciplinary matters and criminal offenses. Identify top discipline problems and then establish a task force consisting of students, teachers, administrators, and parents to review and/or develop effective strategies and programs. The weapons policy should reflect the Federal Gun-Free School Zone Act of 1994, which mandates a 12-month minimum suspension for the possession of firearms. The student handbook should reflect compliance with this law. Failure to comply may result in the district's loss of federal funds.
2-02. Review the student handbook and place students and parents on notice.	Ensure that behavior expectations are clearly communicated, consistently enforced, and fairly applied. School policies should reflect behavior expectations outlined in federal, state, county, and local statutes or ordinances. Articulate a clearly defined locker policy. The locker policy at each school should appropriately reflect the district's custodial interest. Students and parents should be notified that the lockers are school property. Students should be advised in the student handbook that lockers "and their contents" may be searched at any time for reasons of health and safety. Distributing district-owned locks to students or requiring that students use only locks for which the school has combinations will further enhance the school's custodial position in conducting routine locker checks.
2-03. Develop and enforce a school dress code; Consider school uniforms	Students and staff tend to behave the way they are allowed to dress. Establish a districtwide dress code policy that establishes clear appearance standards for both students and staff. Gang attire should be prohibited and dress code expectations should be consistently enforced. Contradictory policies and procedures and inconsistent enforcement by staff send mixed messages to students. Involve students and parents in developing appearance standards. Students and parents will support and preserve what they help create.
2-04. Promote crime prevention through environmental design.	Trim or remove shrubbery that interferes with natural surveillance. Provide maximum supervision in heavy traffic areas. Provide strategically located public telephones with dial-free connections to emergency services. Relocate safe activities near typical trouble spots. For instance, consider relocating a counselor's office next to a corridor or locker bay where problems have occurred. Conduct ticket sales or concession activities in or near problem areas. Eliminate obstacles such as trash cans and architectural barriers that block or impede traffic flow as well as supervision and surveillance. Use parabolic/convex mirrors in stairwells and other locations that require improved supervision. Replace double-entry restroom doors with an open zigzag design to better monitor behavior in restroom areas. Use automatic flush valves and automatic water faucets to reduce vandalism and control water consumption.
2-05. Limit opportunities to transport and store contraband.	School systems have put in place various crime prevention policies that include: allowing only clear plastic or mesh book bags, or no book bags at all; eliminating lockers; establishing a coatcheck area for oversized articles of clothing capable of shielding weapons; giving students two sets of textbooks, one for home and one for school, to eliminate the need for book bags; and reducing the amount of time for class changes.

Suggestions For School District Discussion On School Safety

3-01. Create a climate of ownership and school pride.	This may include the development a graffiti abatement and community clean-up program. School officials must work closely with police and community leaders to shut down drug houses and stop illegal group activities in the neighborhoods of schools. The local U.S. attorney along with city and county officials represent some excellent resources to cultivate. Their support is critical to abate gangs, drug activity, and graffiti. School officials should work with community agencies to ensure the walk to and from school is crime-free and non-threatening.
3-02. Make the campus welcoming.	School safety leadership begins at the top. Unquestionably, the best principals spend the majority of their time outside their offices. Staying in touch cannot be accomplished behind office walls. Begin the day by greeting students at the front door when they first arrive. Be present in the hall during class changes. Visit classrooms and attend special events. The way the day begins affects the climate of the entire day and has a significant impact on how it is concluded.
3-03. Control of campus access.	Continuing efforts should be made to minimize the number of campus entrance and exit points used daily. Access points to school grounds should be limited and supervised on a regular basis by individuals who are familiar with the student body. Campus traffic, both pedestrian and vehicular, should flow through areas that can be easily and naturally supervised. Delivery entrances used by vendors also should be checked regularly. Parking lots often have multiple entrances and exits that contribute to the vandalism and defacement of vehicles and school property. Perimeter fencing should be considered.
3-04. Establish uniform visitor screening procedures.	Specific procedures should be established to screen and monitor visitors and potential campus intruders. Signs directing persons to the office should be placed in strategic, visible locations and should be large enough to attract visitors' notice. Visitors should be required to sign in at the school office, state their specific business, and visibly display a visitor's badge. All school employees should be advised to greet visitors or any unidentified person and direct them to the main office to ensure these persons have legitimate business at the school. Teachers and staff should be trained to courteously challenge all visitors. "May I help you?" is a kind, non-threatening way to begin.
3-05. Consider requiring a picture identification cards for each student and staff member.	A school administrator is responsible not only for keeping kids away from trouble, but also for keeping trouble away from kids. Being able to identify enrolled students from nonstudents and guests is critical. An effective picture identification system will enhance the control and management of the campus. Authorized parent volunteers and school visitors also should display clearly identifiable badges or name tags.
3-06. Remove posters from all windows.	Posters and construction paper covering windows block natural supervision. Unless glaring sun or the need for privacy mandates the covering of windows, they should be left clear or uncovered to enhance natural supervision.
4-01. Establish a vibrant system of afterschool programs.	Without interesting, positive, and challenging activities, students tend to fill the void with negative activities. A safe school provides students with several options before, after, and during school. Work with your local recreation department, too.

Suggestions For School District Discussion On School Safety

4-02. Promote tolerance.	Focus on stressing the unique worth of every person. The current polarization among student groups and the rise in gang activity indicate a need to develop educational programs that bring students together.
5-01. Encourage students to take responsibility for their own safety.	Encourage students to report suspicious individuals present on school grounds. Provide students and staff with a toll-free, anonymous hotline for reporting weapons offenses and other criminal activity.
5-02. Implement a peer counseling and peer mediation program at every secondary school.	Students represent some of the best agents for promoting and maintaining a safe and secure campus. An effective peer counseling program can head off many problems before they reach explosive and violent levels. Students who are trained as peer counselors become wonderfully influential resources for non-violent problem solving.
5-03. Create an active student component.	Students should be actively involved in their own safety and in safety planning, including learning conflict resolution techniques. Devise a life skills curricula that focuses on good decision making, responsible citizenship, and conflict resolution. School violence is the tangible expression of unresolved conflict. If we can help children identify and implement constructive conflict resolution techniques, our campuses can be made much safer. A curriculum that emphasizes courtesy and thoughtfulness will contribute toward this goal. Involve students in planning and managing student events, campus beautification and crime reporting. Student participation promotes responsible student development and maturity, enabling students to be a part of the solution rather than being perceived as merely a part of the problem.
6-01. Expand alternative placement options for troubled youth.	Weapon-toting, chronically disruptive and violent youngsters should be removed from the mainstream educational setting and, if appropriate, relocated to alternate sites where closer supervision and greater structure are provided.
6-02. Establish a restitution and community service program.	Work with the presiding juvenile judge and the chief probation officer to establish a series of community service and restitution programs at the school. Individuals who are involved in vandalism and acts of malicious mischief should have some positive means of making amends to society for their infractions and offenses. Opportunities for service should be developed with the help of appropriate governmental and community agencies. Where feasible, require restitution and community service from all juvenile offenders. Create a special supervision program for the repeat offender. This includes in-school suspension or a program of alternative education within the district. Troublemakers should not be rewarded with more time off from school or lighter class schedules.
6-03. Identify and track repeat offenders.	The majority of school crime problems are caused by a small percentage of students. It is essential to track, monitor, and closely supervise these youngsters to discourage their continued misbehavior and criminal acts. The following actions should be considered when planning such close supervision: Place such students with experienced teachers; develop individual behavior and education plans; assign a specific counselor to each student; assign students lockers located in areas that are visible and easily supervised.

APPENDIX L



SCHOOL EMERGENCIES COMMUNITY PRE-PLANNING GUIDE

PURPOSE

The Executive Office of Public Safety, together with Massachusetts fire chiefs, police chiefs, and representatives from the educational community, developed the *School Emergencies Community Preplanning* guide. This Guide is intended to assist schools and communities to review public schools and the communities in which they are located to develop plans that will prepare them to effectively respond to emergencies and afford the greatest protection to students, staff and the general public.

BACKGROUND

Recent history is marked with incidents of increasing violence in schools. Where once the nearly exclusive dangers were those of fire and athletic injury, acts of almost unimaginable horror have emerged. A review of some of these incidents indicates that substantial benefit can be realized by engaging in preplanning activities for each school building in each community.

PLANNING GUIDANCE

While we seek to standardize many aspects of emergency response operations, local differences require that plans be developed locally by those who must execute the plan and who know the community and schools best. Accordingly, this planning guidance is presented as a series of questions and recommendations.

It is hoped that communities will assemble a planning team consisting of local public safety leaders, school and other public officials to undertake planning. It is important to note that the planning effort, which brings those who must manage an emergency together, is as important as the plan.

This planning guidance is presented to work outward from the school building. Planners should begin with the internal facility preplans, then work outward to include school grounds, the local community and then the community at large. Through this process, a complete response plan can be developed that will enable prompt and effective coordination.

SCHOOL EMERGENCIES PLANNING GROUP

The development of preplans is a complex undertaking and requires that all of the principle parties who must use the plan participate. It is recommended that a working group be developed in each community that is comprised of representation from each identified local agency. It is recommended that, at a minimum, this working group consist of representatives from the School Administration of each school in the community, School Maintenance management from each school, the police department, fire department, emergency medical services (if other than fire department), local emergency management, and from the Chief Executive Office (Mayor or Selectmen). Once established, it is recommended that this working group be a permanent standing organization to maintain updates and exercise the plan.

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INTERNAL FACILITY PRE-PLANS

Internal facilities refer to all buildings that constitute a school campus. This includes maintenance sheds, administration buildings, athletic facilities or other structures. Though some buildings are not normally occupied, these buildings may contain important controls or may be adversely used in the commission of an act of violence and should therefore be included.

1. It is recommended that plans and maps be obtained from the local Board or Department of Assessors, and that school blueprints, aerial photographs and internet based satellite photographs be obtained for use in planning purposes.
2. It is suggested that school architectural drawing, graphic arts or other such school programs specifically draw floor plans and other maps developed in this planning process.
3. Use building floor plans to identify the following locations, structures and uses:
 - Entrances and exits
 - Stairways
 - Elevators
 - Windows, indicate operable and inoperable
 - Fire Doors
 - Locking doors
 - Alarmed doors
 - Motion detector devices
 - Hazard Areas, including;
 - Electrical control rooms and panels
 - Utility access/controls
 - Classrooms/Labs
 - Chemistry Labs
 - Precursor chemicals
 - Interior Maintenance Areas
 - Cleaning Supplies
 - Flammable Combustible storage
 - Engineering areas
 - Boiler Treatment chemicals
 - Vocational shop areas
 - Compressed gases
 - Liquid Fuels
 - Swimming Pools
 - Pool Chemicals – Chlorine
 - Grounds Maintenance
 - Pesticides – Organophosphates

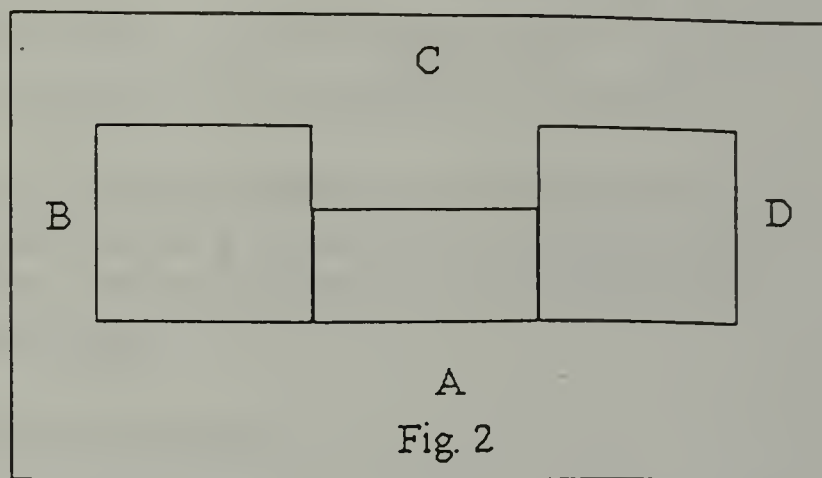
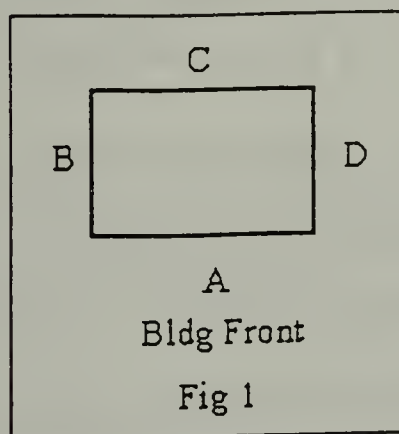
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- Kitchens and Food Storage Areas
 - Refrigeration Gases – Ammonia
 - Potential for Deliberate Food Contamination
 - Civil Defense Supplies
 - Ether
 - Morphine
 - Fire control devices including alarm boxes, sprinklers and hand held extinguishers
 - Fire standpipe and sprinkler connections
 - Domestic water controls
 - Roof access
 - Skylights, indicate operable and inoperable
 - Basement or crawlspace access
 - Indicate which walls are solid masonry and which are framed drywall
4. Assess and indicate building systems such as:
- HVAC (Heating Ventilation and Air Conditioning) for:
 - Location and accessibility of air intakes
 - Filtration media location and accessibility
 - Shutdown procedures
 - Plumbing drainage
 - Fire Sprinkler systems – emergency chemical decontamination use
 - Natural gas – use locations and shutoff
 - Potable water – access to water supply
 - Electrical access/shutoff
 - Cable television access/shutoff
5. What is the location of the building?
- Latitude/Longitude
 - Directions from the nearest Interstate Highway
6. Provide evacuation routes from classrooms and other general use areas
- Primary
 - Two (2) Secondary

NOTE: Evacuation drills should alter the evacuation routes periodically and on an irregular basis.

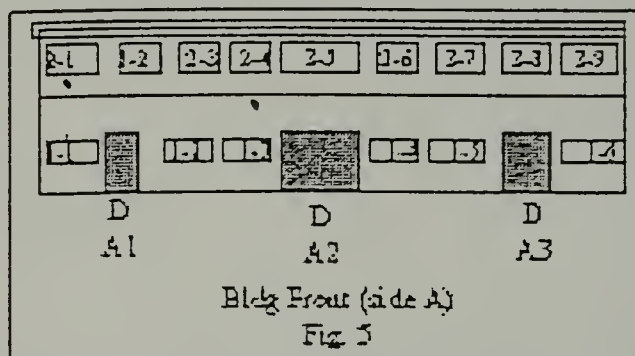
7. Building Identification

NOTE: In some emergency operations, buildings are identified in such a way as to allow those who are not familiar with the building to be easily directed to a building side, door or window. It is recommended that these designations be made and written into the plan to allow an immediate ability to direct responding and evacuating persons to the correct location:



The exterior of the building is lettered A, B, C & D, beginning with the front of the building (A) and proceeding in a clockwise direction. A square building would then be lettered "A-D" to encompass all four sides. Alcoves and angles on the same side are not lettered separately. See Fig. 1 and Fig. 2 for examples.

Signs designating the building side can be planted in the ground or affixed to walls without being explained as solely for emergency use. If ground signs are used, they should be above the snow line.



Doors and windows on each lettered side are numbered as follows: Side plus floor (if basement windows are visible they are considered floor 1), and sequential from left to right. Windows on the "A" side of the building, first floor, would be designated window A-1-#. Doors would similarly be designated (e.g. Door A-1). Figure 5 illustrates door and window designation.

Unlike building sides, it is probably impractical to mark doors and windows with the designation. Notation may, however, be made on building floor plans used for preplanning.

1. Identify internal locations for Horizontal Evacuation and Assembly

NOTE: Horizontal evacuation is the movement of building occupants from an effected area of a building into an unaffected safe area. This type of movement is commonly used for storm damage when a roof or windows of the building are compromised in one section. It is a viable option when external evacuation is either unsafe or undesirable and a safe area inside the building can be identified.

2. Identify procedure for "Evacuation-in-Place."

NOTE: Evacuation-in-Place is the process of securing people where they are and preventing external hazards from entering. This type of procedure is often used for hazardous materials incidents when the hazard poses

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no risk to people who remain inside with doors and windows shut. Evacuation-in-place can also be used if a violent act is taking place outside of a building or in an isolated part of the building and is contained.

3. Identify a process to maintain a written inventory of hazardous materials, including items listed in number 1 of this guide, and their location. Maintain this list with the school emergency plan. Provide an updated list, periodically to public safety. This should include Material Safety Data Sheets that are required to be provided by the manufacturer.
4. Identify chemical product control measures for the facility such as
 - Physical Security
 - Accountability Procedures
 - Frequency of Inventory Check
 - Reporting and Investigation of Missing Supplies
5. Establish methods of personnel accountability during an emergency including the immediate availability of:
 - Daily class student rosters
 - Daily staff/employee roster
 - Absentee list employee and student
 - Field trip rosters
 - Known restraining orders
 - Photo identification of students and staff (copies of current and previous year yearbooks may be useful for this purpose)
6. Identify and discuss key decision making responsibilities, such as evacuation, in general and for specific emergencies.
 - Utilize Unified Command as the best method to address such issues
 - Decision to "lock-down" other facilities
 - Suggested that the emergencies identified in the "Pre-planned Critical Incident Procedures" section of this guide be considered for this section.
 - Responsibility designation should be made in accordance with existing statutory and regulatory requirements (i.e. Mass Casualty, Hazardous Materials)
7. Identify and assign key roles in plan activation. All staff should have a clear understanding of what they are responsible to do in the event of an emergency. A minimum of three staff persons should be trained to carry out each identified role to account for absenteeism or injury incurred during the emergency. Unassigned staff may be designated to assemble in a personnel pool loca-

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tion for assignment as needed. Key assignments may include:

- Key decision making responsibilities
- Coordinating evacuation routes
- Managing Communications
- Establishing a facility Command Center
- Liaison to Command Post (public safety)
- Enabling or disabling utilities
- Collecting rosters and verifying accountability
- Serving as an internal medical team
- Hospital liaison (s) (should have photo ID book or yearbooks to identify students)
- Securing hazardous areas from entry
- Employee search (suspicious package) team
- Define duties of faculty with regard to responsibility to stay with students, etc.
- Notification to other schools
- Notification to bus company(s)

SCHOOL GROUNDS PREPLANNING

School Grounds refers to the property of the school and any property, such as public parking lots or parks, that are routinely used by the school such as for assembly points during fire drills or school athletic events. Planning for School grounds should consider two scenarios as the location of an emergency, and as the primary evacuation route from the school building.

Preplanning for school grounds entails a study of the topography of the grounds with an eye toward protection afforded by it during evacuation and protection within the school from a perpetrator on the grounds.

1. Are there routes from the building that provide cover while exiting the building? Where do these routes lead? Can they be identified as evacuation routes from a threat inside the school building?
2. Are there areas, such as athletic fields, that are behind ridges and not in view of or from the building? Can these safely be identified as collection points?
3. Identify evacuation routes and collection points that will be kept free of snow.
4. Identify access routes and loading areas for ambulances in the event of multiple casualties. This should be done for several locations around the building and should be done in concert with the planning of fire apparatus access.
5. Identify casualty collection points. Consider provisions for sheltering these points with deployable tents, etc.

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6. Identify locations for the following functions

- External command posts
- Equipment staging areas. Several locations should be identified to avoid placing these operations in a threat area.
- Contingency locations for busses to load students in the event those normal locations are in use for emergency operations or are in threat areas.
- Locations for the staging of press and families. These should be well separated from each other.
- Primary and secondary helicopter landing zones

7. Assess lawn sprinkler system for emergency chemical product decontamination use.

8. Identify locations from which a protected line-of-fire could be achieved and consider elimination.

9. Identify locations from which unauthorized access can be made to school grounds or buildings and consider methods to secure them from access.

10. Assess uncontrolled vehicle access to loading docks and unobserved schools entrances and consider methods to restrict access to them.

11. Assess parking that is close to the building and consider restrictions of access.

12. Consider preplans to clear areas for emergency operations including:

- Tow trucks
- Snow plows and sanders
- Front end loaders

13. Consider installation of windsock (s) or small flags atop school buildings to identify wind direction.

LOCAL COMMUNITY PREPLANNING

Preplanning of the community, proximate to school grounds, is intended to identify facilities, access and controls to evacuate students, staff and casualties away from the school when no safe location can be identified within the school building or on school grounds. These plans will also identify supports to emergency operations.

Local Community Preplans must also assess hazards to schools and their populations. Hazards include businesses that, by their nature, contain intrinsic hazards and the opportunity that may be presented by

COMMUNITY PREPLANNING

Community Preplanning involves a review of the overall community preparedness. In general, communities have a Comprehensive Emergency Management Plan (CEMP) for emergencies such as natural and man made disasters. As part of the preplanning effort, these plans should be reviewed and updated to reflect current resources and community hazards. Key resources and procedures for school emergencies from the CEMP should be referenced and/or copied into the school emergency preplan.

Plans should include specific procedures for special responses including:

- Regional Hazardous Materials Teams
 - System description
 - Locations
 - Team capabilities
 - Request mechanism – through local fire department, State Fire Marshal
 - Operating mode – functional group under fire department
- Bomb Squad
 - System description
 - Locations
 - Team capabilities
 - Request mechanism – through local police department, State Police, State Fire Marshal
 - Operating mode – functional group under police department
- Police Tactical Response Teams
 - System description
 - Locations
 - Team capabilities
 - Request mechanism – through local police department, State police
 - Operating mode – functional group under police department
- Multiple Casualty Incident Response Procedures
 - System description
 - Locations of EMS units
 - Response capabilities
 - Request mechanism – through local police department, fire department, EMS
 - Operating mode – functional group under Operations Section of Incident Command System

PREPLANNED CRITICAL INCIDENT PROCEDURES

Specific threats require special planning. Preplans should include procedures to address specific threats as identified by the planning committee. Examples of such threats include:

1. Aircraft Crashes
2. Threat packages
 - Chemical
 - Biological
 - Radiological
3. Hostage situation
4. Barricaded suspect
5. Sniper
6. Explosive device
7. Chemical Incident – Mass Decontamination Procedures
8. Natural Disaster – Mass Casualty

* NOTE: Assistance in identifying incident specific concerns can be obtained from the "Guidelines for Critical Incident Stabilization" published by the Executive Office of Public Safety.

PLAN ACCESS, MAINTENANCE AND SECURITY

Experience in developing emergency plans has shown that the planning process is as important as the plan. Ongoing discussion and review of procedures and threats by all of the parties responsible for the safety of the public always results in better preparation. Plans should be updated as risks, facilities, capabilities and personnel change.

Procedures should be integrated to the preplan that provide a mechanism to make changes. Plans should be reviewed in total each year before school opens and exercises are highly recommended.

Each agency and facility that has responsibility defined in the plan should keep a copy of this preplan. Copies of the plan must also be kept on-board some combination of emergency vehicles that will respond to an emergency at the school. During an actual emergency, the school copy of the plan may not be accessible.

It is recommended that a copy be assigned to the first due fire apparatus to each school. If police vehicles are assigned to a district, such that the response of a particular vehicle is assured, that vehicle should have a copy. In larger communities, with multiple police vehicles, this may be impractical. Command vehicles for police and fire should have copies for all schools if practical.

It is also suggested that the use of a lock box attached to the school building be examined. Lock boxes are currently used in industry to store fire and hazardous materials pre-plans. Two types of boxes are currently used in Massachusetts; the Supersafe" and "Knoxbox" (brand names). Information on these devices can be obtained through your fire department or through the state, Department of Fire Services.

Because preplans can also serve as a "how to" for potential perpetrators of violent acts, the security of emergency preplans is important. While it is vital to have preplans immediately available to school and public safety agencies, it is important to keep them from general distribution.

A record of each plan produced should be kept centrally, identify the agency in possess and the plan version and number. Plans should not be issued, in total, to teachers and staff and should not be kept in the classroom. Pertinent instruction may be reproduced and issued to staff, but should not contain information such as is contained in the internal and external hazard identification section.

TESTING THE PLAN

When written plans have been completed, it is important to employ some method of testing the plan before training and drilling on it commence. The following standard test is recommended for use by planning groups as a method of evaluating the emergency response plan prior to implementation. The test is presented as a series of objectives with corresponding activities. Plans should may evaluated using this test both during development and upon completion

OBJECTIVE: Initial notification of response agencies and response personnel

ACTIVITY: Demonstrate the ability to notify appropriate agencies and to mobilize emergency personnel

OBJECTIVE: Direction and Control

ACTIVITY: Demonstrate the ability to identify, coordinate and control emergency response through the operations phase.

OBJECTIVE: Incident Assessment

ACTIVITY: Demonstrate the ability to identify the hazards/problems associated with the incident and to assess contingent activities involved in both emergency and post emergency response.

OBJECTIVE: Resource Management

ACTIVITY: Demonstrate the ability to mobilize and manage resources required for emergency response.

OBJECTIVE: Facilities, equipment and displays

ACTIVITY: Demonstrate the adequacy of facilities, equipment, displays and other materials to sup-

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port the emergency operation.

OBJECTIVE: Alert and notification

ACTIVITY: Demonstrate the ability to signal an alert and to provide emergency notification containing information and instructions to students, faculty and administrators.

OBJECTIVE: Protective Action

ACTIVITY: Demonstrate the capability to decide upon and direct the implementation of protective actions for students, faculty, and administrators.

OBJECTIVE: Media

ACTIVITY: Demonstrate the ability to coordinate the development and dissemination of clear, accurate and timely information to the media.

OBJECTIVE: Response Personnel Safety

ACTIVITY: Demonstrate the ability to protect emergency responder health and safety.

OBJECTIVE: Traffic Access Control

ACTIVITY: Demonstrate the organizational ability and resources necessary to implement site security (perimeter) and to control evacuation traffic flow and access to designated areas.

OBJECTIVE: Crime Scene Management

ACTIVITY: Demonstrate the ability to control the crime scene pending the arrival of law enforcement professionals.

OBJECTIVE: Emergency Medical Services

ACTIVITY: Demonstrate the adequacy of personnel, procedures, equipment and vehicles for transporting sick and injured persons.

OBJECTIVE: Incident Documentation

ACTIVITY: Demonstrate the ability to document an incident and response.

APPENDIX M

Live Coverage of Critical Incidents

Partnership Agreement towards Responsible Broadcasting

In the past several years, the country has witnessed a troubling tendency during live media coverage of critical incidents. Compelled by increasing competition between stations, live coverage during emergency situations has sometimes ventured into dangerous territory, endangering the lives of hostages, bystanders, special teams of officers, and even members of the media. In Massachusetts, we have been fortunate to avoid these excesses, and we feel that it is due in great part to cooperation and understanding between the police and local media.

The primary mission of the Massachusetts State Police in any Critical Incident situation is the protection and preservation of life. Tactical decisions that are made in these instances shall be guided by the premise that preservation of life extends to all persons, and includes sworn personnel, media, hostages, suspects, and uninvolved bystanders.

We have taken a step forward with this voluntary agreement towards cooperation and coordination of resources, without endangering lives or diminishing important news coverage. The following agreement covers only those particular incidents listed below, and *will not* be used on an ad-hoc basis:

Hostage Situation Armed Barricaded Suspect

With this agreement, the electronic media agree to appoint among themselves a special pool camera (ground level) for shared coverage of critical incidents, and one (1) pool helicopter camera for aerial coverage. At the outbreak of a declared critical incident, all stations should consult with WBZ for the next in rotation on the special events pool list. WBZ will notify State Police Public Affairs, and an officer from Public Affairs will meet the designated pool videographer at the outer perimeter. The aerial coverage will be limited to one pool helicopter unless the Incident Commander for any reason determines it hazardous to the operation. A pool still photographer shall be also given an advantageous shot.

In turn for this agreement not to air either critical ground or aerial videotape until *after* the incident has been resolved, the State Police will provide the ground level camera a location within the outer perimeter, under the direction of the Incident Commander, and accompanied at all times by an officer from Public Affairs. (*The aerial coverage to be shared by those stations who would normally utilize their own helicopter.*) The State Police agency will also provide frequent informational reports during the incident, as well as access to critical personnel *after* the incident. All television and radio stations agree that during barricaded suspect or hostage situations they *will not in any way possible* interfere with the negotiation process. This includes contacting *by any means* suspects, or other persons involved in the situation without the guidance of the Incident Commander. The State Police will provide a media station in the outer perimeter of the incident where reporters can obtain information safely, during the incident, without interfering in the tactical operations. Providing information shall include live remote stand-ups; interviews; and informational updates without including deployment information or video footage concerning tactical operations.

This agreement is not meant to limit coverage, but rather to enhance it with all due consideration to the safety of everyone involved. The agreement will be reviewed on a periodic basis, and may be revised by mutual assent as unforeseen issues arise.

APPENDIX N

EXAMPLE: Safe School Protocols: Threat Protocol, Worcester School District

The Worcester School District has developed a sophisticated response to a variety of school behavior issues, including truancy, drop-out prevention and school safety. This is their recently-adopted protocol for threats.

DEFINITION: A threat is defined as any attempt made by a student to commit physical harm and/or places a victim in reasonable fear of physical harm.

POLICY: A student shall not threaten on school grounds or at a school-sponsored event any student, school employee, or non employee with physical harm so as to place such person in reasonable apprehension that forces will be used to inflict such physical harm. The principal of the school shall investigate any allegation that a student has made a threat, and shall make an initial determination whether or not to implement the *"Threat Protocol Process"*.

PROCEDURES:

If the threat is of an emergency nature (e.g. a student verbalizes - "I have a knife in my locker and I'm going to use it", has a history of violence, etc.), the principal should utilize the *"911 Protocol"*.

- ◆ Notify the appropriate Quadrant Manager.
- ◆ The Quadrant Manager will notify the Superintendent.
- ◆ Notify the School Safety Liaison.

In the case of a threat which is not of an emergency nature:

- ◆ Notify the appropriate Quadrant Manager.
- ◆ The Quadrant Manager will notify the Superintendent.
- ◆ Notify the School Safety Liaison.
- ◆ The School Safety Liaison notifies the WPD School Safety Officers.

Best Practice indicates that an assessment should be conducted inclusive of the circumstances surrounding the threat (Contextual). Therefore, at the school building and by the end of the school day, the school psychologist/adjustment counselor will complete the assessment and will verbally forward a recommendation to the principal. If the building psychologist/adjustment counselor is assigned to another school on that day, the principal should call the Pupil Personnel Supervisor who will notify the psychologist/adjustment counselor to report to the school where the threat was made immediately. In the event that the building psychologist/adjustment counselor is unavailable, an alternate psychologist/adjustment counselor will be provided. The principal will receive a written report within two school days.

On the day of the threat, the principal will contact the parents of the victim to:

- ◆ Inform them that the incident took place, and
- ◆ To invite them to the school to discuss if any assistance is necessary for the student.

On the same day, the principal will contact the parents of the alleged perpetrator to convey that:

- ◆ The incident occurred.

- ◆ The principal's decision for disciplinary action.
- ◆ The "Threat Protocol Process" was/was not implemented.
- ◆ The date and time for a case conference/hearing to determine the disposition of the case.

If the student receives services from the Department of Social Services/Department of Youth Services/Community Justice Agency, representatives may also be invited to participate.

The principal refers the student, in writing, to the School Safety Liaison for processing to the Student School Safety Center. This referral must be made no later than twenty-four hours after the incident. The referral should include the standardized referral form and any other relevant information.

The School Safety Liaison consults with the Supervisor of Pupil Personnel Services prior to making the referral to the School Safety Center.

The School Safety Liaison will submit all written documentation to the Attendance Center Facilitator.

The student will attend the Schools Safety Center for additional assessment and re-education for a minimum of three school days. Prior to re-entry to the referring school or an alternative education setting, a 309 Case Conference will take place at the Student School Safety Center.

